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Resettlement Broker Project - final report

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Resettlement Broker Project – final report

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Executive summary

Introduction

Resettlement has been a priority for the Youth Justice Board (YJB) for many years, given the (still) high reoffending rate of young people sentenced to custody. Over the last decade, the youth justice landscape has changed massively, with dramatic falls across the board of young people's levels of involvement. However recent figures have shown that young people given Youth Rehabilitation Orders (a community sentence) now have an increasing reoffending rate not too dissimilar to those released from custody. This implies that the needs of young people given a lower tariff of sentence are moving up to be on a par with those given custody. The Resettlement Broker project, utilising a Resettlement Broker (Broker) for each project area (Southern and North Wales), has expanded the definition of 'resettlement' to cover all those with resettlement-related needs, proceeding to develop practice with local Youth Offending Teams (YOT), the secure estate, and other community based agencies based on the findings of Broker-written mapping reports. In both areas, developments have included linking with the secure estate, and the establishment of Reintegration and Resettlement Partnerships (RRPs), as well as facilitating four regional Resettlement Conferences to raise awareness, enable other agencies to get involved, and disseminate good practice. Several area-specific developments have also taken place to further complement and develop this resettlement work.

Reintegration and Resettlement Partnerships

The Resettlement Brokers have been instrumental establishing nine RRP across North and Southern Wales. Good engagement has been secured by the Brokers from a range of different agencies at the RRP, which have discussed a total of 158 cases in 88 multiagency meetings. A range of different case studies (in the main report, see Chapter Two) demonstrate developments which have been made in wider practice to address issues highlighted through the operation of the RRP across Wales, like the writing of new protocols and working agreements. They also show some of the micro-changes which have been actioned, affecting small numbers of young people, and how well agencies can pull together to deliver a range of actions for young people from that multi-agency discussion setting.

Evaluation of six Reintegration and Resettlement Partnerships

The evaluated RRP set up through the Resettlement Broker Project have demonstrated that good cooperation across a wide range of agencies in addressing the resettlement needs of young people within the youth justice system is not only possible, but is also sustainable even within the strictures of this current financial climate – or maybe even as a result of this, spreading the responsibility, and therefore the cost, of supporting these young people.

The six evaluated RRP have held 53 meetings in which 86 young people have been discussed. Referred young people were mainly older and on a wide variety of sentence, with only 45% serving a custodial sentence. These young people were assessed as having 240 needs, which were addressed by 542 actions. However, only 43% were identified as having been completed, indicating the need for tighter reporting on actions. The YOTs were the agency mostly responsible for actions, with

partnership working evidenced by those jointly owned with others. Care needs to be taken that the YOTs are not responsible for a disproportionate share of actions, although they will inevitably have ownership of more in general. A strong chair is needed to ensure that these potential weaknesses are not causing reductions in efficacy of the RRP. A significant amount of extra action has clearly been taken through the RRP to support referred young people.

Custody cohort update (North Wales)

The numbers of young people from North Wales being given custody has continued to decline, and much more quickly than the national picture, possibly reflecting a major reduction in the numbers of young people being given custody for Breach of Statutory Order alone. Those still being given custody are much more complex and vulnerable, with more offences included in their conviction, and with higher Asset scores indicating a higher likelihood of reoffending. This has been evidenced by increasing Asset scores (indicating a greater risk of reoffending) and by greater reoffending rates of young people on community orders, especially those on Youth Rehabilitation Orders.

Some areas of resettlement support appeared to have deteriorated, with no pre-release courses available in or ROTL accessed from Werrington YOI. However, communications with community YOTs appear to be better, with full information available regarding both offence-focused and education work completed prior to release, although this did not necessarily translate into continuous provision being arranged, especially in ETE. Practitioners planned to involve one agency, on average, with young people, but in reality involved a median average of two, although some assessed needs were not met (for example, offending behaviour, substance misuse, anger management, unemployment, and family problems). Conversely, areas addressed more than identified were low qualifications, life skills, and physical health. Young people did not generally have exit plans, despite much discussion regarding the need for this, which is a key recommendation for the future.

The secure estate

Secure estate provision for Southern Wales is generally provided through Hillside Secure Children's Home (SCH) and Parc Young Offenders Institution (YOI). In North Wales, provision is through Barton Moss SCH, Rainsbrook Secure Training Centre (STC), and Werrington YOI. Much has been done to improve relationships between custody and community agencies, despite the changing custodial picture. In Southern Wales, the introduction of resettlement-specific staff in both institutions, while not a result of this project, have enabled the Broker to make real progress in establishing these new posts into resettlement practice across the region. They have had one point of contact for all RRP business and all the YOTs, and have also been able to make use of the Broker's expertise on resettlement-related issues. In North Wales, the Broker enabled a smooth transition between preferred YOI provision (from Hindley to Werrington), ensuring that although young people from this region comprise a small minority of Werrington's custody cohort, they have nevertheless established strong links with community YOTs, and bought into the RRP process unique to Wales.

Interviews with stakeholders

The detailed in Chapter Six were from a limited number of YOT workers with whom the Brokers engaged, all of whom had direct experience of running and/or attending RRP. There were wide

differences in the local arrangements from areas with few custody cases and limited practice in relation to resettlement, to those with well-established arrangements and processes. This affected the extent to which the Broker project could make a difference. Feedback was also contingent on how well respondents had engaged with the project and their knowledge of its day-to-day activities. There was a wide spectrum of responses about the project that ranged from minimal impact and disappointing in terms of what had been achieved, to others who considered the project to have played a vital role in establishing RRP and in supporting YOTs with resettlement work. It is evident that the localities experienced the Broker project in different ways and some took more opportunity to use the service than others. The comments about the Broker role were largely positive, and it was recognised that the post-holders were committed to assisting YOTs in developing their partnership working, were knowledgeable about what they were doing (even if all of their recommendations were not adopted), and willing to share their expertise.

Recommendations

YOT- centric recommendations:

YOTs should identify a 'Resettlement Champion' in each team, who will maintain awareness of resettlement-related issues

The Resettlement Champion should keep up-to date with resettlement literature and proactively distribute items for information to their team and the RRP

The Resettlement Champion should maintain the needs and services matrix (where available – where not available, they should consider constructing one based on the North Wales model)

YOTs should consider adopting the Resettlement Checklist for use with custody cases

YOTs should consider conducting regular case 'deep dives' as part of general resettlement evaluation

YOTs should identify whether there is a need for training in desistance approaches, preferably before the introduction of AssetPlus (or investigate if there is a need for refresher training), and look for ways to address this

Recommendations arising from the data analysis:

External agencies should be routinely invited to DTO meetings (and their attendance facilitated both by the YOTs in terms of practical support and the secure estate)

YOTs should proactively and routinely apply for ROTL (soon to be Temporary Release) for all custodial orders

There should be more emphasis on ensuring that (continuous) ETE is arranged and in place PRIOR to release (utilising prison visits/ROTL for interviews with agencies offering service)

YOTs should offer voluntary support during order (preferably with external non-criminal agencies), with a view to this continuing as exit strategy

YOTs should only apply ISS as a licence condition where the young person is very likely to reoffend in a way which would cause serious harm to others

Exit plans involving non-criminal agencies should be routinely arranged for when young people's statutory contact ends, to address remaining unmet needs (especially when high end-Asset scores are expected)

YOTs should be more prepared to look externally to address needs that they have identified but as a service may not, for whatever reason, be able to meet

Secure estate-centric recommendations:

Regular meetings between the secure estate and YOTs (and attendance at RRP meetings where possible/relevant) should be maintained

All secure estate sites should offer mandatory pre-release courses at least on an individual basis covering emotional aspects of custody and release

ROTL (Temporary Release) should be viewed as a resettlement tool, rather than a reward for good behaviour. Applications should be started at the first DTO meeting, and viewed favourably as a means for ensuring good resettlement. Applications for such purposes as interviews and visits to potential accommodations should only be refused in exceptional circumstances.

RRP recommendations:

Alternative ways should be explored to facilitate secure estate involvement in RRP meetings if they are not able to be present, for example, using Skype or telephone conferencing to ensure they can contribute.

Referrals to RRP meetings should be diverse (not just for custody cases)

The YOT case manager needs to provide a thorough analysis of needs for all referred cases

There should be more emphasis on 'after justice' needs in assessments, and all referred cases should have consideration of exit strategies, where relevant

An analysis of effectiveness/working practices should be undertaken at least annually (with a review of the Terms of Reference)

...for the RRP chair

Where at all possible, the RRP chair should be independent of attending agencies, and of sufficient seniority to challenge partners

The chair should ensure that all areas of assessed need are addressed with discussion (and actions, where appropriate)

The chair should robustly follow up previous agreed actions, which could take the form of emailing out a table of actions a week in advance of each meeting, requesting feedback from those unable to attend to be given to chair in advance, who would then feed back to the meeting

*At each meeting, the chair should go through all actions from the previous meeting **not** up for discussion on the current agenda, to identify and record outcomes*

The chair should follow up actions with outcomes still missing after the meeting, so they can be recorded, or repeated if not actioned

The chair should monitor the attendance of agencies and challenge if sporadic or inconsistent in terms of personnel

The chair should monitor input from other agencies and remind partners (if need be) of their undertaking to offer service (be prepared to challenge agencies not offering anything)

In order to assist the chair/convenor, a regional meeting could be arranged periodically to discuss and share good practice, barriers and gaps to RRP's operating effectively

Chapter One: Introduction

Introduction

Resettlement has been a priority issue for the Youth Justice Board (YJB) for many years, given the (still) high reoffending rate of young people sentenced to custody¹. They identified seven 'resettlement pathways' of accommodation, education training and employment, health, substance misuse, families, finance benefits and debt, and case management and transitions². These pathways represent the areas of need most likely to impact on resettlement success.

Over the last decade, the youth justice landscape has changed massively, with dramatic falls across the board of young people's levels of involvement. Much of this has been because of changes of legislation and policy regarding charging young people and whether court outcomes are sought - many more young people are now diverted from formal youth justice contact by a new range of pre-court disposals made available through the Legal Aid, Sentencing and Punishment of Offenders Act (2012) in the form of youth cautions and youth conditional cautions. This, alongside other changes to police practice (for example, the abandonment of targets for offences brought to justice in 2008) appears to have affected not only levels of first time entrants to the system, but numbers of young people being dealt with at all stages of the youth justice process, including custody (for figures evidencing these reductions, see footnote 1). This seems to have resulted in a lengthening of the pathway to custody, which has been seen through a massive reduction in custody levels, but leaving a distilled group of young people with a multiplicity of difficulties requiring support, and a fairly intransigent reoffending level. However, recent figures (see footnote 1) have shown that young people given Youth Rehabilitation Orders (a community sentence) now indicate a not dissimilar re-offending level to those released from custody (64.5%, compared with 67.1%, but the former is increasing, whereas the latter is decreasing). This implies that the needs of young people given a lower tariff of sentence might be moving up to be on a par with those given custody. A detailed literature review on resettlement can be found as part of the main project reports on the Llamau website (see footnote 6).

Resettlement Broker Project - background

In 2013, the YJB and Welsh Government commissioned Llamau to run projects in Southern and North Wales, who employed Resettlement Broker Coordinators (Brokers), one for each area, commencing in January 2013 and August 2013 respectively. The contracts covered twelve Youth Offending Team (YOT) areas³. The original 24 month contract was subsequently extended for a further 12 months until April 2016, to allow this work to continue.

¹ Youth Justice Board / Ministry of Justice (2016) *Youth Justice Statistics 2014/15*. Available at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495708/youth-justice-statistics-2014-to-2015.pdf

² Youth Justice Board (2006) Youth resettlement – a framework for action. Available online at <http://yjbpublications.justice.gov.uk/Resources/Downloads/Youth%20Resettlement%20Framework%20for%20Action.pdf>

³ Gwynedd & Ynys Môn, Conwy & Denbighshire, Flintshire, Wrexham, Carmarthenshire, Western Bay, Cwm Taff, Cardiff, the Vale of Glamorgan, Newport, Blaenau Gwent Caerphilly, and Monmouthshire & Torfaen

The Brokers began by assessing existing practice and procedures, comparing these with research identifying good resettlement practice. Potential areas for development were identified in an extensive mapping report for each contract area⁴. These reports led to a variety of changes serving to introduce researched resettlement developments across both regions, which continue to develop and evolve.

Since the project inception, the Welsh Government / Youth Justice Board Cymru strategic plan has extended the definition of young people with reintegration and resettlement needs, given the increasing complexity of young people now receiving lower tariff sentences, as indicated earlier⁵. On this basis, the Brokers sought to extend the remit of reintegration and resettlement services in Wales to embrace this wider group:

The Broker Project innovatively widened the concept of 'resettlement' to include other high-end offending children who were not necessarily in custody, based on the assumption that they had the same complex needs requiring wraparound solutions⁶

Throughout the project, great importance has been placed on the incorporation of good quality research into practice, as much is already known about what makes for effective resettlement. However a frustration of researchers has been how little of this has been translated into practice, as a recent HMIP thematic report on resettlement in youth justice exclaimed:

Even when we know the solution, and we know providing the solution is for the most part possible within current budgets, why on earth is it not being done?⁷

Crucially, this project has offered Welsh Youth Offending Teams (YOT) the opportunity to be trailblazers in establishing good resettlement practice, with many of the project outcomes currently unfolding featuring in the recommendations of the HMIP inspection (which could only consider English young people as none from Wales were released during the inspection period, so innovations in Wales would not have figured in their analyses). This has actively assisted the YOTs in delivering the best quality of service available.

The opportunity has also been taken to following a Welsh custody cohort, to establish whether they have any distinct needs/outcomes. This has allowed a database of young people experiencing custody to be compiled and analysed as a result of this project, originally reported upon in the first project reports (see footnote 6); an update of this has been prepared for this report covering the North Wales cohort only (see Chapter Four). Some innovative research has been conducted within this project, resulting in a journal article detailing Welsh young people's own perceptions of their

⁴ Both available on the Llamau website: Southern Wales report - [http://www.llamau.org.uk/creo_files/products/llamau_mapping_report_\(south\)_sept_13.doc](http://www.llamau.org.uk/creo_files/products/llamau_mapping_report_(south)_sept_13.doc) North Wales report - [http://www.llamau.org.uk/creo_files/products/llamau_mapping_report_\(north\).doc](http://www.llamau.org.uk/creo_files/products/llamau_mapping_report_(north).doc)

⁵ Welsh Government/YJB (2014) *Children and Young People First*. Available online at <http://www.justice.gov.uk/downloads/publications/corporate-reports/yjb/youth-justice-strategy-en.pdf>

⁶ This was divided into two reports, concerning North and Southern Wales, available online at: http://www.llamau.org.uk/creo_files/default/youth_resettlement_and_north_wales_broker_report_2015.pdf
http://www.llamau.org.uk/creo_files/default/youth_resettlement_in_southern_wales_resettlement_broker_project.pdf

⁷ HMIP (2015) *Joint thematic inspection of resettlement services to children by Youth Offending Teams and partner agencies*. Available online at http://socialwelfare.bl.uk/subject-areas/services-activity/resettlement/hminspectorateofprobation/1735842015_Youth-Resettlement_report.pdf

custody and resettlement experience⁸. This paves the way for further knowledge about and investigation into the distinctiveness of resettlement for Welsh young people in particular (adding to work on North Walian girls in custody from Glyndŵr University⁹).

Resettlement Broker Project activities

The Brokers made a raft of recommendations through the mapping reports, mentioned earlier, some of which were beyond the scope of the current project, but others were incorporated into action plans for each area. In both areas it became a priority, as the project progressed, to develop Reintegration and Resettlement Partnerships (RRP) covering each YOT footprint, in order to deliver a range of improved resettlement outcomes for young people. This became a policy of the YJB Cymru/Welsh Government in the 2014 strategy document '*Children and Young People First*' (see footnote 5), with the intention that it would be included in the Regulations (Part 9) of the '*Social Services and Wellbeing (Wales) Act, 2014*'. The details of RRP development in the individual areas has been documented previously in the project's interim reports¹⁰, but will be further discussed and updated in Chapter Two (with an evaluation of six RRP across the country presented in Chapter Three). Other activities have also developed differently between the two project areas, and will be detailed next.

Southern Wales

In Southern Wales, one Broker covered eight YOT areas, and work was concentrated on the establishment of the RRP (see Chapters Two and Three). However, other activities also took place:

- *Links with the secure estate*
In order to improve resettlement working from the inside out, the Broker spent time developing better links between the community YOTs and the secure estate (specifically Parc YOI and Hillside Secure Children's Home (SCH)). This work is discussed further in Chapter Five of this report
- *Deep-dive case assessments*
In one area, the Broker undertook 'deep dives' into an individual case prior to each RRP, to ascertain whether information provided to the RRP was accurate, whether identified needs and actions were related and what role partners played in supporting the young person. This involved interviewing the case manager, examining available paperwork such as the RRP report, the minutes/actions, and information recorded on the YOT case management system (YOIS) (which might include diary entries and intervention plans). There have been four completed 'deep dives' to date, which have each resulted in a report presented to the partnership. Recommendations from these help to continually tighten up practice

⁸ Hampson K (2016) 'From the mouths of dragons: How Does the Resettlement of Young People from North Wales Measure Up ... In Their Own Words?' *Youth Justice*. Available online at <http://yji.sagepub.com/content/early/2016/01/28/1473225415625374.full.pdf+html>

⁹ Caroline Hughes, Sarah Dubberley and Julian Buchanan (2012). Girls from Wales in the Secure Estate: Sent to Coventry? *Social Policy and Society*, 11, pp 519-531 doi:10.1017/S147474641200019X

¹⁰ Interim project reports available online at http://www.llamau.org.uk/creo_files/default/southern_wales_resettlement_broker_-_interim_report2.pdf and http://www.llamau.org.uk/creo_files/default/north_wales_resettlement_broker_project_-_interim_report2.pdf

- *Resettlement thematic inspection action planning*

In Southern Wales at the request of Blaenau Gwent and Caerphilly YOT, the Broker developed an action plan from the recommendations made for management boards and the YOT from the thematic inspection of resettlement work (2014). This has been presented to the RRP. As part of this work, the YOT asked the Broker to speak to Hillside and Parc about YOT practitioners chairing planning and review meetings in custody, and whether there are any training needs. The RRP regularly reviewed the actions taken and all outstanding issues were due for completion in May 2016.

- *Review of cases referred to a RRP*

The Broker (with the support of YJB Cymru) completed a review of 20 youth rehabilitation order and detention and training order (DTO) cases that were and were not submitted to RRP in Blaenau Gwent Caerphilly since May 2014 (when the RRP was first established). This was undertaken to determine the appropriateness of the referrals, and whether any of the non-referred cases should have been. The broker prepared a report for the Panel confirming that cases have been appropriately referred.

North Wales

In North Wales, the Broker covered four YOT areas, and several work-streams were developed to answer needs identified through the mapping report. A significant part of this was the establishment of three RRP across the region (the fourth area already had a Resettlement Support Panel (RSP) from a previous project, which was largely fulfilling the same function). The development and evaluation of these can be seen in Chapters Two and Three. Other project activities are detailed in summation below (although they have mainly been commented upon in more detail in the interim report, see footnote 9).

- *Links with the secure estate*

When the project began, Hindley Young Offenders Institution (YOI) was the preferred custodial provision for young people being sent to a YOI from North Wales so negotiations began with staff there to improve working communications and practices with the North Wales YOTs. However, during early 2015, use of Hindley YOI by the YJB was ceased, so the preferred provision had to be revised; this requirement was placed on Werrington YOI, which became the focus of negotiations for the Broker in establishing new relationships with the North Wales YOTs. Details of this work can be found in Chapter Five

- *Updating of North Wales Detention and Training Orders (DTO) database*

For the first project report (see footnote 6), data were collected by the Broker on all young people being released from custody between October 2012 and September 2014. The ensuing database was analysed by the project academic supervisor, Professor Neal Hazel, who identified some trends and patterns in the custody cohort. This database has been maintained by the Broker incorporating every young person leaving custody (from North Wales) up to December 2015, and analysed along the same lines as the initial dataset. Chapter Four details these analyses

- *Enhanced Offer*

An earlier resettlement programme, the North West Resettlement Consortium¹¹, included an 'Enhanced Offer', which gave young people in custody enhanced support for their resettlement, incorporating extra agencies and services above what might otherwise have been expected. The Broker attempted to trial a North Wales version of this in two YOT areas, however, feedback (where this has been available) has shown this to have had a mixed reception with young people, possibly causing confusion about the requirements of their order, and extra help which they would not have been breached for missing or not accepting. It appeared in one area though, that the Enhanced Offer was not being offered at the start of a DTO, rather being brought in towards the end of an order as an attempt to gain young people's buy-in to support beyond the end of their order. The Broker had intended to expand this to the other two areas, but the lack of enthusiasm from the first trial meant this was not more fully developed..

- *Resettlement Checklist*

Work had previously been done to construct a 'Resettlement Checklist' to ensure that practitioners were covering all necessary bases when planning for young people's release back into the community after a period in custody¹². The Broker took this idea, but developed a completely different checklist, which identified more practical issues to be addressed, as the original one was felt to have been too strategic in nature to have been of much use to practitioners. This North Wales Resettlement Checklist can be seen in Appendix 1 of the North Wales project interim report (see footnote 9). Practitioners from two North Wales YOTs were consulted on the content of the new checklist, and they are currently using it in their practice. Unfortunately, due to administrative issues in one YOT, and a dearth of custodial cases in the other, feedback on this has been significantly delayed. However, initial thoughts from practitioners are that it positively supports their work with custodial cases (but also that it would not be helpful to produce a more general checklist for community cases). This will continue as long as the Broker is in post

- *Needs and Services matrix*

The North Wales Broker, under advice from the academic supervisor, constructed for each YOT area a directory of agencies which could meet resettlement needs (and listed according to need rather than according to agency), which was distributed to each YOT electronically. Feedback on this has been positive (feedback of which was reported in the original project report, see footnote 6, and in Chapter Six of this report). This needs to be maintained if it is to be useful, as agencies as services change, but the Broker intends to send an update to each YOT before the end of the project.

¹¹ Hazel et al (2012) *Evaluation of the North West Resettlement Consortium: Final report*. Available online at <https://www.justice.gov.uk/downloads/youth-justice/effective-practice-library/evaluation-north-west-resettlement-consortium.pdf>

¹² Haines K. and Herbert R. (nd) *Resettlement from Custody: A Checklist Approach*. Unpublished document: Swansea University

- *Desistance-approach training*

All of the North Wales YOTs have been early adopters of the new assessment tool, AssetPlus, which brings with it the potential for assessment and intervention plans to take a 'desistance approach', rather than a 'risk and protection approach'. In order to ensure that practitioners understand this fundamental shift in thinking, two of the YOTs requested that the Broker provide training in desistance-led youth justice. Several sessions of training have now been provided by the Broker for both YOTs, which were well received. Since AssetPlus is now in use, one of the YOTs has requested that the Broker critically evaluate the assessments and plans being produced to identify whether practitioners have been able to adopt this new approach. This may be rolled out to other interested areas, should extra time on the project allow.

Resettlement conferences

Four Resettlement conferences have been arranged by the Brokers over the project period, two in Cardiff, and two in Llanwrst (Conwy), to further raise awareness of the resettlement agenda, disseminate relevant research, share project updates, and enable networking among agencies offering resettlement services. Presentations have included YJB Cymru and Welsh Government approach to improving resettlement outcomes, effective resettlement - what the research says, Resettlement and Reintegration Partnerships in practice, findings from research on young people's prolific offending in Wales, desistance approaches, Werrington YOI, Parc YOI, Wrexham's Review and Congratulate panels, reintegration and resettlement - perspectives from custody and the community, Symud Ymlaen¹³: an update, working with attachment and trauma, how young and vulnerable people are used in drug distribution networks, and discussion symposia on accommodation, education, training and employment and work with families. Evaluation feedback from delegates was positive, with the vast majority judging the content as good or excellent.

Conclusion and report overview

It can be seen that some of the activities of the Brokers have been more successful than others. However, at the heart of all developments has always been research evidence of what makes for good resettlement practice. The subsequent chapters of this report will demonstrate this more fully, alongside establishing whether there is any evidence yet of success, although it may be too early into implementation for this to be measurable (particularly given that custody cohorts have reduced dramatically, leaving fewer young people to be measured in the custody cohort in particular). Chapter Two will look at how the individual area RRP's have been established, and what have been the challenges on the way. Examples of good practice and good outcomes for young people through the operation of the RRP's will be detailed in several case studies which, given the dearth of cases, might be a better way of measuring success than an aggregated approach. Chapter Three will then examine six of the RRP's established by the project, analysing their practice to see how well they have been functioning, also looking for ways in which they can be developed further in the future. Chapter Four will give a comprehensive update of the analysis of the North Wales custody (DTO) cohort, since the previous dataset was completed at the end of March 2014. Chapter Five will examine the work done by the Brokers to develop relationships with the secure estate over the project period, since this is vital for the success or otherwise of resettlement support, and should be

¹³ Symud Ymlaen/Moving Forward is project offering young people work readiness training and paid work placements, see www.symfwales.org.uk for more details

where it begins. Chapter Six will feature some new interviews with YOT practitioners across North and Southern Wales about their experience of the Broker project, and the ways in which they feel their practice has benefited, or not. The report will conclude in Chapter Seven by drawing together all the recommendations identified throughout the report, to enable YOTs to further develop their work in this area beyond the life of this project.

Chapter Two: Reintegration and Resettlement Partnerships

Introduction

The previous chapter touched on the activities of the project. One of the main activities for both North and Southern Wales has been the establishment of Reintegration and Resettlement Partnerships (RRP) across both regions. This was originally mooted in the White Paper '*Prevention of Offending by Young People*'¹⁴, and later picked up in the YJB Cymru/Welsh Government strategy document '*Children and Young People First*' (see footnote 5). At the time of writing it is being taken forward into the '*Social Services and Wellbeing (Wales) Act 2014*' (in the Regulations to Part 9) in the form of Reintegration and Resettlement Partnership Boards.

A previous project established Resettlement Support Panels (RSP) in 2009 in six YOT areas. Although this was a slightly different model, concentrating entirely on custody, and focusing attendance mainly on statutory agencies, it was recognised that this type of multi-agency working could address many of the areas for development identified through the Broker mapping reports, and through a plethora of research over the past few years. Unfortunately four out of six of the original RSPs ceased functioning after the end of the pilot, which also created some suspicion around any attempts to resurrect them. However two were still in operation, and the findings of an evaluation about their operation provided some useful guidance for the new RRP¹⁵ (it was identified as important that membership should be consistent and of a level high enough to be able to commit resources immediately without further consultation). The RSP in Wrexham has continued, with some evaluative input from the Broker, bringing it more in-line with the RRP model, and the one in Bridgend as a RRP through the Broker project.

Detailed write-ups of the process undertaken in establishing the RRP^s have been previously published in both the initial project report (see footnote 6), and the project's interim reports (see footnote 9), so this information will not be repeated here in anything more than summary. This chapter will focus on developments since the interim reports, and also examples of good practice and/or good outcomes for young people from the RRP^s. To ensure complete confidentiality, any identifying features have been anonymised.

The development of the RRP^s

As with other aspects of this project, there was divergence between North and Southern Wales in the development of the RRP^s, with some features unique to each region. However, all of them had similar Terms of Reference, written by the Broker, and paperwork to enable effective case discussions and recording. This paperwork is available to view in the appendices of the first project reports (see footnote 6). A major advantage of having the Broker as convener/chair (which was the case in the majority of RRP^s) has been the independence this gives from any attending agencies. All RRP^s feature case discussion as a major part of any meeting, with agreed referral criteria, detailed in the Terms of Reference.

¹⁴ Available online at <http://gov.wales/docs/dsjlg/consultation/140205-white-paper-provention-youth-offending-en.pdf>

¹⁵ Phillips et al (2012) *Evaluation of the YJB Pilot Resettlement Schemes*. Available online at <https://www.nfer.ac.uk/publications/WYJT01/WYJT01.pdf>

Southern Wales

The Broker has established six RRP across Southern Wales in: Blaenau Gwent & Caerphilly, Bridgend, Monmouthshire & Torfaen, Newport, Swansea, and (most recently) Neath & Port Talbot. Appendix 1 summarises the activity of each of these RRP. The first of these (Blaenau Gwent & Caerphilly) was set up in May 2014, and the latest February 2016. They all meet every four weeks, apart from Blaenau Gwent & Caerphilly, which is every six weeks (and has a slightly more structured approach of ensuring four new cases per meeting, and a pre-meeting with the Broker beforehand). They have a variety of different referral criteria, incorporating: young people in/leaving custody, at high risk of custody, vulnerability, reoffending or causing harm to others, those transitioning to probation, and those with unmet needs. The most established groups have held 16 meetings, and the most recent only one. There have been a total of 62 RSP meetings across the region, considering 135 cases (66 of which are still open to their respective RRP).

There appears to have been a good level of agency attendance (although figures were not available detailing how many attended each meeting – just those who had ever attended), with the following having registered at least one attendance across the region: Anti-social behaviour team, Careers Wales, Children Complaints Officer, Children's Services, further education colleges, Community Safety, Education department, Engagement and Progression Co-ordinator, Housing department, Integrated Offender Management (IOM), Joint Assessment Family Framework (JAFF) coordinator, Child and Adolescent Mental Health Service (CAMHS), Police, Probation, secure estate, substance use services, Team Around the Family, and the Youth Service (this list does not include staff from YOTs themselves). There have also been 11 third sector agencies in attendance. The Broker plays a differing role within the RRP, acting as chair for two, as an agency broker in two, and continuing attendance in two more having chaired them for the first 12 months. Three of these RRP have been evaluated by the North Wales Broker, and the anonymised analysis is written up in Chapter Three. This covers the process element of the RRP's working, with case studies (later in this chapter) demonstrating some of the individual benefits which have been experienced as a result.

North Wales

The Broker has established three RRP in North Wales, in Conwy Denbighshire, Gwynedd Ynys Môn, and Flintshire (the latter of which has developed a slightly different model of having an operational RRP and a less frequent strategic level, looking at structural blocks and difficulties arising from operational level discussions). These are all now well established, being set up between September 2014 and March 2015, the up-to-date activity of which can be seen in Appendix 2. They meet with a frequency of six to eight weeks, depending on area, and have a variety of referral criteria (similar but not identical to Southern Wales), incorporating: young people leaving custody, on remand, at risk of custody, on intensive orders at or near completion, out of county transfers (in and out), those transitioning to probation, those presenting a high risk of harm, re-offending or vulnerability, secure accommodation orders, cusp of custody vs Referral Orders, and those otherwise causing concern. The most established and frequently-held RRP (not including Wrexham's RSP, which has been held since 2009) has had 11 meetings, ranging down to six for the most recently established. Of the three project-established RRP, there have been a total of 26 meetings, which have considered 23 referrals.

Agency attendance has been diverse and reasonably consistent across most agencies, although some could be better engaged. The following have attended North Wales partnerships (including Wrexham): Careers Wales, Children's Services, further education colleges, Community Safety, CRC/Probation, Education, Family Intervention Team, Housing Associations, Housing, IOM, National Probation Service, NHS, Police, Pupil Referral Unit, Supporting People, Team Around the Family, Vulnerable Adults, Werrington YOI, Youth Engagement & Progression, Youth Service, plus eight third sector agencies (this does not include any YOT staff). The Broker acts as convener/chair for the three RRP's established by the project, which allows advantage to be made of the fact that the Broker is independent. This increases the facility for agencies to be challenged on their attendance and input, which has been commented upon favourably by practitioners interviewed for Chapter Six. These RRP's have been evaluated by the North Wales Broker, and the anonymised analysis written up in Chapter Three. This covers the process element of the RRP's' working, with case studies (next in this chapter) demonstrating some of the individual benefits which have been experienced.

Case studies

It is difficult to demonstrate the effectiveness of the RRP's given that they are likely to be concerned with more difficult cases, most in need of extra support. This means that it would be difficult to identify a cohort against which outcomes could be measured in a quantitative way. Each case is so individual, that the only effective way to capture successes is to do on a case by case basis. Each of these case studies (which have been anonymised) demonstrates a different aspect of the RRP's functioning. The first three concern organisational issues, rather than individual young people.

Case study 1 - using the Youth Service as a YOT exit strategy

In one area, a RRP was set up by the Broker who invited a variety of agencies to partner in the work, one of which was the Youth Service. This RRP covered two counties, so representatives from both areas needed to be incorporated into the meetings. Representatives from the Youth Service attended, but were not of a high enough level to offer services; they did not contribute effectively to plans. However, it was felt by both the Broker and the YOT Head of Service that the Youth Service, being an agency which could work with young people up to the age of 25, could be a valuable service if involved in taking on the support needs of young people exiting statutory orders, especially when those young people were at or approaching the transitional age of 18.

In order to maximise this potential, a meeting was set up by the Broker with the YOT Head of Service, and the two lead officers for the Youth Services across the two counties. Agreement was reached at this meeting for the Youth Service to offer this facility for cases referred to the RRP, where this intervention was deemed appropriate, and more pro-active Youth Service staff were tasked with attending the meetings. In several cases since this agreement the Youth Service has been successfully used to take up the support of young people coming to the end of statutory orders, using YOT meetings with the young person to introduce this service, and transition their care.

Case study 2 – improving transitions to adult from children’s services

When young people turn 18, well-documented difficulties occur, since agencies’ responsibility for them often ends at this point, but without necessarily ensuring a transition to a corresponding adult service. This often results in young people suddenly losing much of their support at a time when they are no less vulnerable, despite having achieved majority. One of the RRP’s set up by the Broker has sought to tackle this by the inclusion of several adult services in the Partnership, like the Vulnerable Adults Service.

There have been several instances where the Vulnerable Adults Service has offered to provide a service to young people referred to the RRP who do not meet higher thresholds of Adult Social Services, or Adult Mental Health, thereby providing a safety net for them in terms of support, where there may be little else available. The RRP has also been used to co-ordinate transition plans for young people who may find it difficult to access new services. In one RRP, two young people were referred who were already 18, and who had emerging accommodation difficulties. The representative from the Vulnerable Adults Service was able to put their names forward for a new-build (over 18s) project offering supported accommodation, which would soon be coming available. It is highly unlikely that the YOT would have been made aware of this project without the facility of the RRP, because it is adult-focused; also, there were only ten places available, so the RRP enabled two of the referred young people to access a place on this potentially sought-after, and very limited, project.

Case study 3 – improving processes for dealing with young people being placed in the county from other authorities

One of the RRP’s set up by the Broker is in a dual authority area, both counties of which have a particular issue with the numbers of young people being placed there by other authorities. Part of the difficulty with this is that the processes by which information is shared from the sending to the placement authority are not robust, with some requirements being routinely ignored. Since children who are looked after by the local authority (LAC) are vastly over-represented in the youth justice system, this also means that many of these young people will either be currently subject to statutory court orders, or at risk of offending. However, it is rare for information to be received by the YOT in advance of a young person being placed in the area; this is also true for the police and (although to a lesser extent, because of the greater statutory responsibility for LAC as a whole) for LAC nurses. There has been growing concern that a number of private care establishments over the counties have been accepting young people with needs which they are ill-equipped to support, partly due to high turn-overs of staff resulting in losses of well-trained individuals, but also because they might have taken young people who have needs of a greater severity than their statement of purpose strictly enables. It was also felt that sending authorities appeared to have an ‘out of sight out of mind’ attitude to these young people, not making themselves available for reviews, or even telephone/email contact.

A more robust system for information sharing was needed, and sending authorities needed to be made more responsible for the young people they place. These issues were discussed at the RRP, and it was decided that they would be addressed through a task and finish group (which would answer to the RRP). It is hoped that a firm protocol will be approved, and greater involvement of

sending authorities and inter-authority information sharing will be achieved through the work of this sub-group. One further aspect which the Broker specifically was able to input – since she works across the wider region, was to bring to the notice of this group a protocol which had been set up in another area to address similar issues, and which had achieved the buy-in of both local authorities and private care establishments (who also agreed to attend the RRP when requested). Without the Broker role operating across the whole region, this sharing of good practice would not have occurred, and without the RRP being drawn together by the Broker, the work in these counties on placement of out of county LAC young people would have been more difficult to coordinate, and may not have happened.

Case study 4 (Harry) – resettlement and contingency planning

Harry has had input from a number of services over the years and has been involved with the youth justice system since the age of 13. He has received numerous court orders and time spent in custody.

Harry is from the London area, and has spent time in custody at Feltham YOI; when he was released he returned to his mother at the family home. Harry then moved to Wales – the move was arranged by Harry's father, and this decision was supported by his YOT case manager, as it was felt that Harry would be better supported living with his aunt in Wales, taking him away from offending peers in London. The YOT in Wales supported him as a care-taking case and referred him to the area RRP.

Harry has a statement of special educational needs (SEN) and required additional support to engage in education, training and employment (ETE). A suitable placement was found for him where he acquired a Construction Skills Certification Scheme (CSCS) Card. Harry has engaged with the support offered to him since moving to Wales and being referred to the RRP. He has stated that he feels more supported, and been given opportunities to do things he may not have had in London.

Even though Harry has done well in Wales, his intention was always to return to London and be in familiar surroundings. His accommodation options in London were of concern so the RRP, supported by the Llamau Broker, gave weight to the need for contingency plans for Harry in the event that he had to remain with his aunt. If Harry had to remain in Wales then applications would be made to Local Supported Housing Projects for him to move on into independent living and he would also be supported by Careers Wales to ensure that he maintained his current training placement.

This support motivated him to engage with all aspects of his resettlement plan, which was overseen by the RRP. At each meeting they reviewed Harry's case and scrutinized it for any gaps or barriers which could prevent him having the best possible chance of returning to his locality, reintegrating there as a happy and confident young person who feels part of the community.

Case study 5 (Paul) – challenging of member agencies

Paul was 16 and serving a lengthy custodial sentence for serious sexual offences. Paul had a difficult relationship with his mother, with whom he lived, but due to the nature of his offences, it was deemed inappropriate that he return home following his custodial period. Paul's accommodation and care requirements were consequently being considered by social services, as part of their

statutory duty. Negotiations regarding appropriate provision between the YOT and Children's Services were difficult, with social services seeming reluctant to commit to a specific package of care.

Paul's case was brought to the RRP, a fact which was communicated to social services in advance. This precipitated the identification of a specific package of care at an identified address, with levels of care services being set at "twenty-four hour micro-management". Other areas of potential need were identified for the RRP, like ensuring that Paul had either completed all GCSEs prior to release, or that an exam centre in the community had been set up for the completion of all exams timetabled for after release. Mediation was identified as a potential need in order to increase support in the community and address the relationship difficulties between Paul and his mother, and an action for the social worker to make a referral to the mediation agency. The RRP looked at the care plan, and approved it, with an action to feed back to the social worker that this was felt to be appropriate.

However, prior to the next RRP, the YOT became aware that social services reneged on their initial support package offer, putting forward a far less robust version. This was felt by the chair (in this case, the Broker) of the RRP, and the YOT staff to be unacceptable, so it was challenged by YOT management, with the promise that it would be brought back to the RRP to discuss any changes in care package proposals. By the time of the next RRP meeting, the original package had been reinstated. However, the social worker had also unilaterally decided not to refer for mediation, stating that he wanted to 'wait and see' what happened after release. This was challenged by the chair as being inappropriate, as actions needed to be proactive rather than reactive, and an action sent back to the social worker to follow through with the referral as soon as possible.

By the time of the pre-release meeting, Paul had been discussed at four RRP, and a variety of actions put in place to ensure a robust resettlement plan. The secure establishment stated that they were very impressed by the standard of planning for Paul's resettlement in comparison to other areas. His release and early integration back into the community have all gone very well so far.

Case study 6 (Carla) – sourcing appropriate accommodation

Carla is now 18 years of age and has been involved with the YOT since 2011 for a number of offences (Criminal Damage/Theft). Carla was sentenced to an eight month Detention and Training Order (DTO) in 2014 for breach of her Youth Rehabilitation Order (YRO) with an Intensive Surveillance and Supervision (ISS) requirement. Prior to her custodial sentence, Carla had been assessed by the Child and Adolescent Mental Health Service, which diagnosed no mental health concerns. However it was recognised that Carla had difficulties regulating her emotions, linked to her life experiences; she was consuming copious amounts of substances and legal highs, and presented a high risk of self-harm and suicide, making her extremely vulnerable.

Carla was brought to the RRP in September to discuss her vulnerability and accommodation. She was involved with Social Services and allocated to the 16 Plus Team. Prior to being sentenced, Carla was residing in a local residential unit, however would not be returning there on release as she would be nearly 18 years old. When meetings were held with Carla in custody she was extremely anxious about where she would be residing on release but accepted that social services were trying to find a suitable placement.

Partnership members discussed Carla's concerns regarding her accommodation, and the social worker informed the RRP that there had been referrals made to supported housing providers, but as yet there had been no offer. With timescales being tight, the members were concerned due to Carla's vulnerability, especially with no identified suitable address for release. The RRP discussed that a bed and breakfast (B&B) placement would not be suitable for Carla, as this was believed to be setting her up to fail. RRP members agreed that this case should be taken to the YOT Management Board by the Broker to request action and the provision of adequate resources, as her complex needs were not being met. RRP members identified that she would need 24 hour support from supported accommodation to manage her emotional needs.

Carla's case was brought back to the RRP, where members were informed that the Broker had presented the case to the Management Board, requesting immediate provision of appropriate placement. Carla was subsequently offered a place in a supported accommodation project which could provide the 24 hour support she required. RRP members agreed that this was the best placement for her, with continuous support available from experienced placement staff able to manage her emotional and complex needs.

Since her release from custody, Carla has settled well into her supported accommodation, made friends at the project, and is developing independent living skills. She is actively looking for work and is engaging with Social Services and the YOT. She appears motivated to change her behaviour and has established herself within her local community. The RRP continues to discuss her case at monthly meetings, as Carla remains a vulnerable young person who needs to be closely observed and provided with the wrap-around care she requires.

The RRP feels strongly that without its weight behind the escalation of the concerns to YOT Management Board level, Carla would not have been found the appropriate placement that she required, which would have necessitated her presenting to the Homelessness Team on the day of release, with the probable offer of a B&B placement but no additional support.

Case study 7 (Ben) – ETE solutions

Ben is currently in custody, having received a sentence from the courts in excess of three years. Ben is doing well; he has achieved a high level on the prison behaviour incentive scheme, and is engaging well with the education department, studying for a variety of BTEC courses.

Ben was brought to the RRP for discussion regarding his resettlement planning. Under the ETE pathway, the case worker informed the partners that an element of Ben's BTEC examination needed to be completed online via the Internet. The secure establishment where Ben is being held currently does not permit internet access to any adults or young people within its walls. The RRP agreed that a way needed to be found to facilitate the exam to be taken, as it could affect his motivation to engage in his education in the short term, and in the long term adversely affect his future in the community.

The Broker made contact with the secure establishment, speaking directly to the YOT case manager with the purpose of gathering additional information regarding Ben, confirming the establishment's processes, and to make suggestions as to possible solutions. The Broker then worked with the YOT

Manager and YJB Cymru, escalating the matter and sharing relevant information. By working together, arrangements were made for Ben to travel under “escorted absence”¹⁶ to a different type of secure establishment, where he was allowed access to the internet to take his examination, which he passed.

This case shows the weight that the RRP, supported by the Llamau Broker, gave to multi-agency working, the value of sharing information, and the impact of a collective will of staff from different agencies to achieve this for the young person. The case has highlighted the need for young people to be able to access the internet, which is increasingly vital to numerous ETE courses and to assist with other aspects of resettlement. However, a precedent has now been set for a new process to engage in resettlement provision for the future.

Case study 8 (Jonny) – More education solutions

Jonny was in custody and needed support to do the work required to gain his CSCS card. He was keen to work in construction on his release from custody and a job could be made available for him. This issue was brought to the RRP, where a key partner providing education, training and employment opportunities offered a service that could address the need. The third sector agency was able to go into the YOI and work with the young man so that he could complete the necessary work for his CSCS card. As this certificate requires an online test, the Broker reminded the RRP that a precedent has been set for moving young people to a site which has internet access on a ROTL basis if required, and that arrangements should be made to do so if it becomes necessary.

Case study 9 (James) – avoiding B&B accommodation

James is currently in custody at Parc YOI and due for release. His case has been routinely discussed at the RRP by his YOS case manager who was concerned about where he would live on release and by his case manager at Parc who attended the meeting to highlight the situation.

Prior to custody James had been living in the local authority hostel for young people, but due to difficult behaviours had been facing eviction. Before the hostel he had spent time in B&B where he had also shown unacceptable behaviour and been asked to leave. Due to this history the YOS case manager anticipated that it would be difficult to find him a suitable accommodation placement. Through the RRP, the Housing department were made aware in plenty of time of James’s release date. The purpose of timeliness is to be able to make suitable plans and advise the young person of where he will be living after release. However there have still been obstacles to overcome. All the relevant documentation and assessments were completed and face to face conversations with housing /support providers occurred at the earliest opportunity, but James’ ‘risk’ was deemed too high for anyone providing suitable accommodation. At this point Children’s Services made a more suitable offer and Housing were only left with the option of B&B (the same one that James had been asked to leave before, but after negotiation the owner had agreed to take him back). B&B for James or any young person is not suitable accommodation and even though this housing department

¹⁶ See Hampson K (2014) *Release on Temporary Licence (ROTL) and Escorted Absence from YOIs*. Available online at http://www.llamau.org.uk/creo_files/default/release_on_temporary_licence_and_escorted_absence_november_2014.pdf

would only use the facility as an interim emergency provision, all involved with James felt that they could not allow it to happen. Parc YOI referred the case to the Howard League but also escalated the case to the Southern Wales Broker. The Broker enquired about out of county accommodation and got an agreement from another local authority which had a void to do an assessment.

Unfortunately, 'risk' was again deemed too high and additionally James did not want to go somewhere unfamiliar.

The Broker emailed all concerned to remind them of recent advice from an accommodation workshop, which had highlighted the use of B&B for young people in this authority as being too high, and that Children's Services should secure accommodation by paying for a void until it can become occupied where possible (a spend to save approach). Additionally, James' case was continually highlighted by the resettlement manager at Parc YOI, who was not prepared to sign him out of her care to a B&B placement which would have set him up to fail.

The outcome of this approach by the Broker working with the secure estate, with four days left to the release date was that through escalation, some pressure, partnership working, and ultimately everyone wanting to assist to the best of their ability, James has been allocated accommodation (which housing are getting ready immediately) a social worker, Section 20 support and a personal advisor from the 16+ Team.

This case is an example of provision put in place when everything has been left until the last minute and taken to the wire. It should be used as a reminder that the required services can and should be acquired in a timely manner to reduce the stress and anxiety that young people in custody face when they are left uninformed about where they will be living and who is going to help them. On a positive note, this shows the work of the RRP partners, who have the will to persist until a result is obtained.

Case study 10 (Marc) – Enabling family contact

Marc was serving a custodial sentence in Parc YOI, but could not have contact with his mother, who was in a care home, having suffered a serious illness and was therefore unable to visit him. There is a YJB pilot project in Parc YOI using Skype technology to facilitate contact between young people and their family members, and the professionals working with them. On the surface, using Skype for this young person to contact his mother would seem like a simple request, however it has taken a great deal of effort from professionals to arrange. The young person's YOT case manager discussed the issue at the RRP, where suggestions on how to get things done were made, including what support could be made to the father, who was uncertain about using Skype. Everyone involved pulled together and went the extra mile to help. The issue was kept on the agenda and not only highlighted by the YOT case manager but also by the Resettlement Manager from Parc YOI who attends the relevant RRP. Additional visits to the home were made by the YOT case manager, and a member of staff from YJB Cymru volunteered to meet the father and accompany them to the care home to assist. The care home where the young person's mother was staying agreed to facilitate the Skype connection. A successful outcome arose and the young person was at last able to see and speak to his mother, something he will be able to continue to do for nearly a year.

The following set of shorter case studies demonstrate how RRP discussions can lead to action on young people's behalf, to deal with a range of issues.

Case study 11 - Peter

Peter was in custody and his case was presented to the RRP. At this meeting, it was identified that there were difficulties in arranging appointments for specialist professionals to visit Peter in custody due to a lack of available interview rooms. The YOT wanted to ensure that the young person was visited by a training provider prior to release, so they could identify a placement in advance. It was also agreed that a substance misuse referral would be made one week before release. Information was shared that Peter was associating and drinking alcohol with older males when in the community; it was agreed he might benefit from having an older male sessional worker as a mentor. The Broker agreed to discuss access to interview rooms at Parc, and that a referral to an employability project might be suitable. The resettlement worker was tasked with establishing whether any training providers would visit Peter in custody, a substance misuse referral would be made by the case manager, and a mentor identified for him.

Case study 12 – Tom

Tom was in custody, but there was uncertainty about what family support was available for him on release. There had been previous involvement with a local service, but the current status was unknown. It had been understood that a knife crime programme was to be delivered in custody, but this had not happened. It was agreed at the RRP that the YOT would establish what family support was available, and the Broker would talk to the custodial establishment about the knife crime programme. When these actions were reviewed, the knife crime programme had started, the young person was going to return home, and the YOT would keep the family situation under review. Additionally, the YOT education worker would assist the young person to find a training placement, and an offer of voluntary support was made for after the licence period.

Case study 13 – Lee

Lee was in custody serving a four-month DTO for Breach of Statutory Order. He was not interested in engaging with the YOT, had substance misuse problems, and there had been child protection concerns. It was agreed at the RRP that the YOT would talk to the custodial establishment about helping him to attend a local third sector organisation on ROTL. He would also be referred to a third sector accommodation provider, which would meet him in custody to discuss accommodation options. It was agreed that the next meeting would discuss his resettlement plan more fully.

Case study 14 – Caleb

There were concerns that Caleb would be homeless on release from custody. He was anxious about the arrangements as he did not know where he would be living. He had previously engaged with the leaving care team on a voluntary basis. There were also concerns about alcohol consumption. The young person was in an adult prison but noted to be withdrawn and spending most of his time in his cell. He had not been allocated a case officer in the prison. The RRP discussed training and employability, but decided Caleb was not yet ready. It was agreed at that meeting that the leaving care team should continue to offer support, if Caleb decided he wanted to accept the service.

Additionally, the housing team were to check that he was on the housing register, and make links with the tenancy support team. The YOS would present Caleb as homeless on release and at this point, he would be referred for a substance misuse assessment.

Case study 15 – Lowri

One of the cases discussed was Lowri, a young female in supported housing, who had chaotic substance misuse problems and a number of vulnerabilities. She was being supported by the substance misuse workers in the YOT and had a dedicated support worker from the lodgings in which she was living. The RRP reviewed the support she was receiving and agreed that the YOT and housing workers would work together to ensure she attended a training placement, as this was helping her to achieve some stability. It was agreed to keep the case under review, with each worker taking responsibility on alternative days for ensuring that she attended.

Case study 16 – Ceri

This case was brought to the RRP for discussion as Ceri was due for release from a secure training centre. Ceri was now 18 but had been with the YOS for three years. There had been CAMHS assessments, but no diagnosis. She struggles with regulating her emotions, which are linked to past life experiences. Prior to her sentence, she was misusing alcohol and legal highs, self-harming, and had suicidal ideation. The issues for discussion at the RRP were about her accommodation and vulnerabilities. Referrals had been made to housing providers, but due to her complex needs and risk levels, no suitable accommodation had been found. The option of bed and breakfast accommodation would be extremely unsuitable. The RRP escalated concerns about this case to children's services and to the Local Management Board. As a result a place was obtained in supported housing.

Case study 17 – David

The concern about David was he was at high risk of re-offending, currently on bail, and not accessing services. His behaviour was sexualised and violent; he had limited cognitive understanding, and there were child protection issues. He had received an intervention from CAMHS, and education reports were awaited. It was agreed at the RRP that the YOT would speak to the educational psychologist to expedite the education report, and his social worker needed to be brought up to date regarding recent concerns. The case would be re-reviewed at a future RRP.

Case study 18 - Huw

The concern for Huw was a lack of support in place for the exit plan. It was agreed at the RRP that the YOT manager would review the arrangements. As a result the young person was matched with a mentor who could access other services for them should the need arise. For example, it was recognised that future support might be required from Careers Wales.

Case study 19 – Sam

Sam was at high risk of offending, and was a looked after child who committed the majority of his offences whilst in placement. His offending behaviour had escalated and there were concerns about

emotional health and substance misuse. At the RRP, it became evident that there were too many professionals involved, but that as part of an exit strategy it might be beneficial to involve the Youth Service, as they could offer longer term emotional support. It was agreed to re-review Sam's case to ensure that an exit strategy was put in place that best suited his needs.

Case study 20 - John

John's case had been discussed at four previous RRP for various reasons. His housing situation was extremely worrying, as he had been found intentionally homeless by the local authority, which would not provide him with accommodation. He could not be accommodated in his previous placement because of his behaviour; as a result he was in B&B accommodation but was rarely there, which made providing him with the right type of support almost impossible. He was on a waiting list for supported housing. He has not engaged with the provisions put in place, including training, substance misuse appointments, constructive activities, and general appointments with the YOT. The YOT and partners, as a result of discussions, have adapted their ways of working. Different staff were assigned and additional effort has been made to arrange contacts over weekends. There are concerns regarding his peer networks, vulnerability, physical health (due to his refusal to attend hospital appointments regarding an eye injury), and an overall increase in the risk to himself and others due to escalating violence when under the influence of alcohol. He will remain on the RRP list to look further into appropriate support for him.

Summary and conclusion

These case studies have shown developments which have been made in wider practice to address issues highlighted through the operation of the RRP across Wales, like the writing of new protocols and working agreements. They have shown some of the micro-changes which have been actioned, affecting small numbers of young people, like the Skype experience and facility to take internet-based exams in internet-enabled secure settings, but also some of the challenges which remain. It is highly doubtful whether these changes would have been made without the existence of the RRP in those areas. They have also shown how well agencies can pull together to deliver a range of actions for young people from that multi-agency discussion setting.

The Resettlement Brokers have been instrumental in rolling out RRP across North and Southern Wales, offering those Local Authorities which have embraced this, opportunity to support the objectives set out in the strategy document *Children and Young People First* (see footnote 5). Good engagement has been secured by the Brokers from a range of different agencies at the RRP, which have discussed a total of 158 cases in 88 multiagency meetings. It is hoped that taking a case study approach in demonstrating effectiveness has given a better insight into the functioning of the RRP on the ground, and how this has been affecting young people's outcomes, than mere consideration of statistics could have done. The next chapter will consider the functioning and practice of six RRP as organisations, taking a more quantitative approach, and as well as looking at their strengths, identifying aspects for future development.

Chapter Three: Evaluation of six Reintegration and Resettlement Partnerships

Introduction

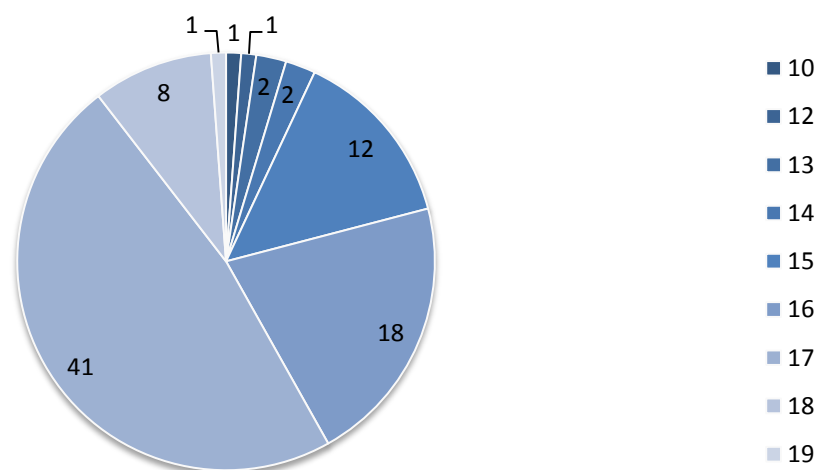
The Resettlement Broker Project has facilitated the establishment of nine Reintegration and Resettlement Partnerships (RRP) across Wales, three in the North, and six in Southern Wales. This chapter will look at various aspects of RRP practice, offering an analysis of the referral demographics, assessments of need, and actions identified through RRP meetings to address those needs.

The following analysis takes data from six RRP: Gwynedd and Ynys Môn, Conwy and Denbighshire, and Flintshire in the North, and Bridgend, Monmouthshire and Torfaen, and Newport in Southern Wales. The earliest of these RRP started in June 2014, and the latest in March 2015; at the time of writing all are still in operation. Data are aggregated from across all six RRP. At the time of the data sweep, there had been 53 meetings considering a total of 86 referrals. Most cases had been discussed over multiple meetings, with a mean average of three meetings for each case (although nine cases had only just been referred at the time of the data gathering, and were still open to future meetings). Thirty-nine cases were still open to RRP, with 47 having been closed.

Referral Demographics

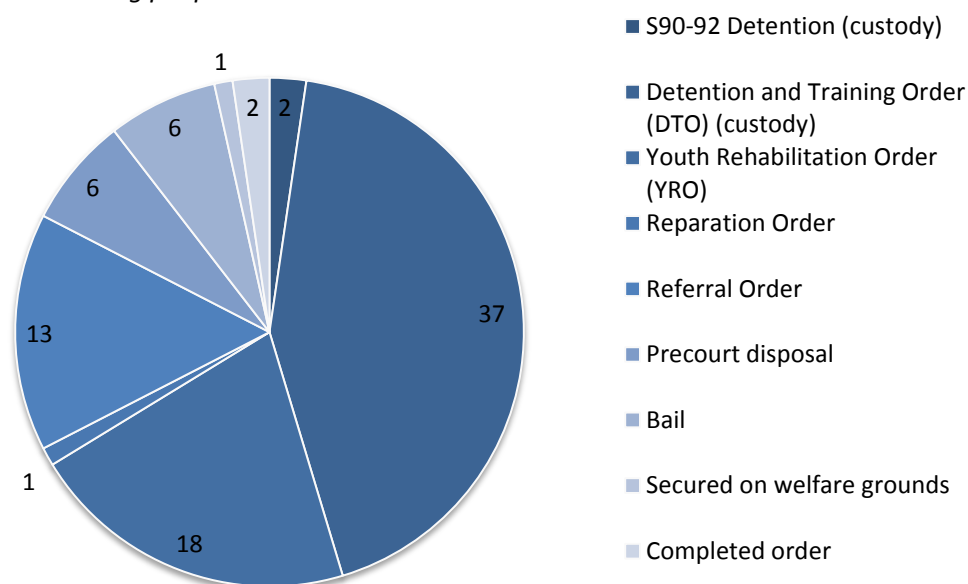
The referrals have overwhelmingly been of White British ethnicity, but this has been entirely within the demographic mix of the local authorities concerned. Nearly half of the young people were 17 years old at the time of referral, with a further third being 15 or 16 years old. Nine of the young people were 18 or 19, but will have been under 18 on conviction (young people who receive Detention and Training Orders must complete this with the Youth Offending Team, and cannot be transferred to probation). These figures, illustrated in Figure 3.1, reflect the older age of young people now becoming involved with the youth justice system, with younger children more likely to be diverted from formal court disposals.

Figure 3.1: Ages of referred young people



Given the widening out of the definition of ‘resettlement’ which this project has achieved¹⁷ (see also page 9), it is of no surprise that the RRP established by the Brokers have benefited from this, resulting in young people with a wide variety of court outcomes (and some pre-court) being referred for multi-agency input. It can be seen, from Figure 3.2, that while 45% of young people had been given custody orders (either Detention and Training Orders (DTO) or Section 90-92 Detention), 37% had a variety of court outcomes, with the others being a mixture of pre-court disposal, on bail, voluntarily engaged, and secured on welfare grounds (for their own safety). This brings the benefits of the multiagency forum to a wider range of young people than the previous Resettlement Support Panel (RSP) model trialled from 2009, which solely concentrated on young people leaving custody¹⁸. This is important in the current youth justice landscape, since the use of custody has dropped massively, now standing at 56 % lower than a decade ago¹⁹. However, there has been a corresponding increase in the levels of reoffending for all court disposals, *except* custody (which has seen a 0.8% drop for 2013-14). Young people being given Youth Rehabilitation Orders (YRO) *and* those being given Referral Orders both saw a small increase in reoffending rate in the latest figures, with YROs now seeing a 64.5% reoffending rate (rising to meet the falling rate from custody leavers, currently standing at 67.1%)²⁰. This indicates that the previous RSP model, focusing entirely on custody leavers, no longer reflects where much of the complex need lies.

Figure 3.2: Young people's sentences



¹⁷ Hazel, N. and Hampson, K. (2015) *Youth resettlement in North Wales, and the Resettlement Broker Project*. Llamau / Hazel, N., Hampson, K., and Kinsey T. (2015) *Youth resettlement in Southern Wales, and the Resettlement Broker Project*. Both available at <http://llamau.org.uk/resettlement/>

¹⁸ Phillips L, Smith R, Martin K, Mehta P, and Durbin B (2012) *Evaluation of the YJB Pilot Resettlement Support Panel Scheme*. Available online at: www.nfer/publications/WYJT01/WYJT01.pdf

¹⁹ YJB/ Ministry of Justice (2015) *Youth Justice Statistics 2013/14 England and Wales*. Youth Justice Board / Ministry of Justice Statistics bulletin. Available online at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/399379/youth-justice-annual-stats-13-14.pdf

²⁰ All reoffending statistics taken from: Youth Justice Board / Ministry of Justice (2016) *Youth Justice Statistics 2014/15*. Available at www.gov.uk/government/collections/youth-justice-statistics

Identification of needs

When young people are referred to a RRP, they are assessed by their YOT case manager for their resettlement-related needs (according to the YJB 'resettlement pathways' of accommodation, education training and employment (ETE), substance misuse, health, family, finance benefit and debt, and case management and transitions²¹, plus an extra category here of 'general' to cover other types of need), which are then identified in detail on a case description form. For the RRP's under evaluation, cases had a mean average of 3.5 needs identified for their first meeting (some had needs added for subsequent meetings), although the eight cases with no needs identified, possibly indicate where some tightening up either of the referral criteria or assessment protocol is needed (however, it should be highlighted that the data were gathered by third parties interpreting information on the case management system, so this could have been a data collection error). Figure 3.3 details the spread of numbers of identified need, as assessed by those gathering the data.

Figure 3.3: number of areas of need identified for first RRP

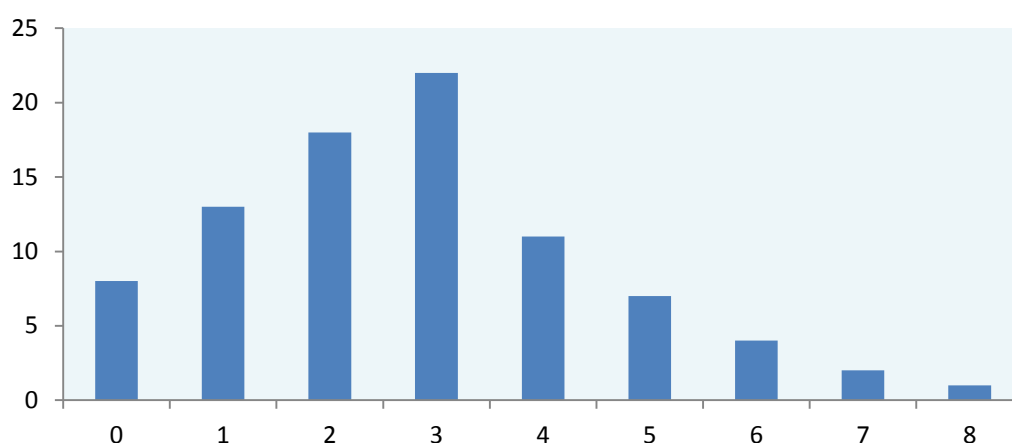
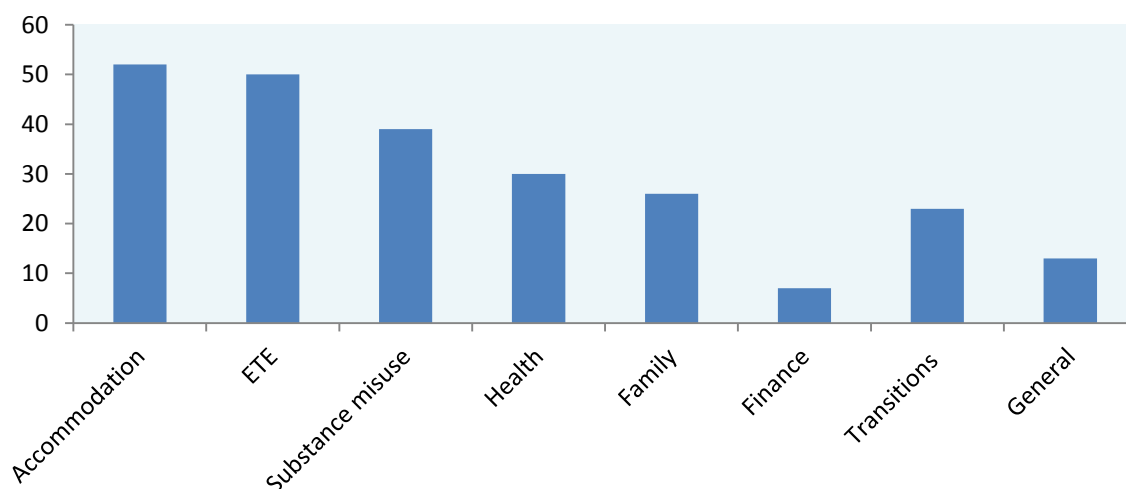


Figure 3.4 shows the areas of need identified for referrals.

Figure 3.4: needs identified for first RRP appearance



²¹ YJB (2006) *Youth Resettlement – a framework for action*. London: Youth Justice Board

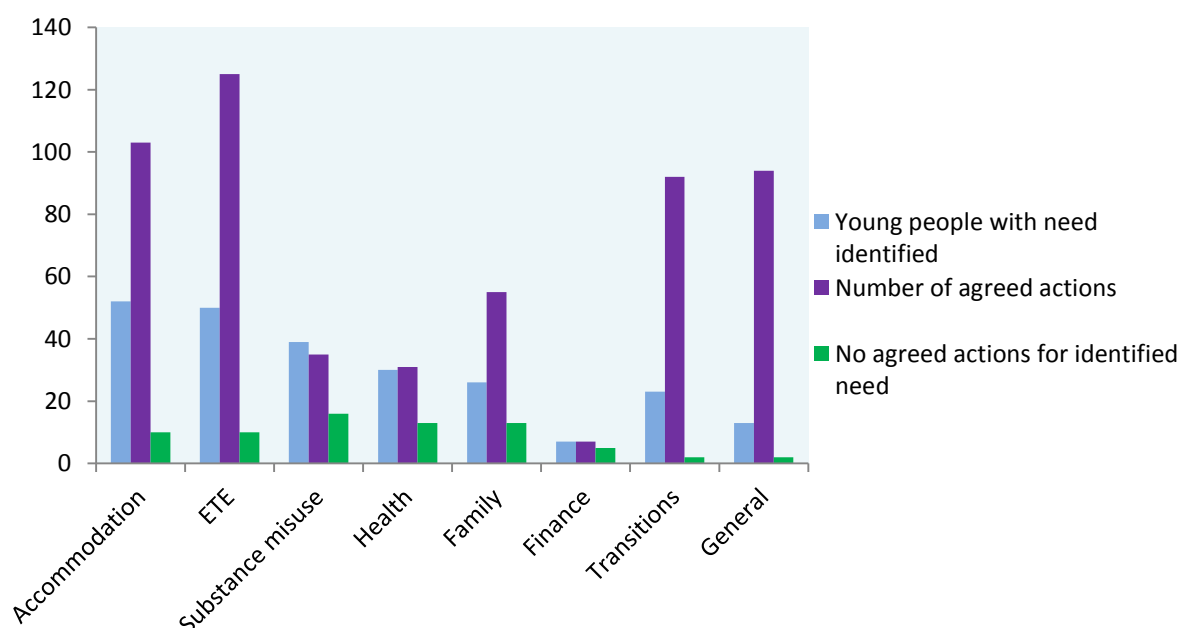
A total of 240 areas of need were identified for discussion at the first meetings for referred young people. It can be seen in Figure 3.4 that accommodation and ETE featured heavily in many of the referrals, accounting for 43% of all areas of need identified.

Actions from RRP meetings

Across the six RRP there have been 542 actions identified from the 53 meetings which have taken place. These have largely been to answer identified needs, but 71 (out of 240; 30%) areas of need had not yet received any actions (although some of these pertained to open cases, so discussions may well have prioritised more acute areas of need first, meaning that other areas of need may be addressed at a later point). More significant is that an average of 31.5% of agreed actions were *not* related to the needs already identified in the assessment. This may be because assessments have not been robust enough, but it could also be because discussions at the meetings uncovered other needs not previously known about, possibly through information sharing which such a multiagency forum can facilitate. This may well be contributing to a better awareness of each case for the relevant agencies, which ultimately should improve the level of service offered all round.

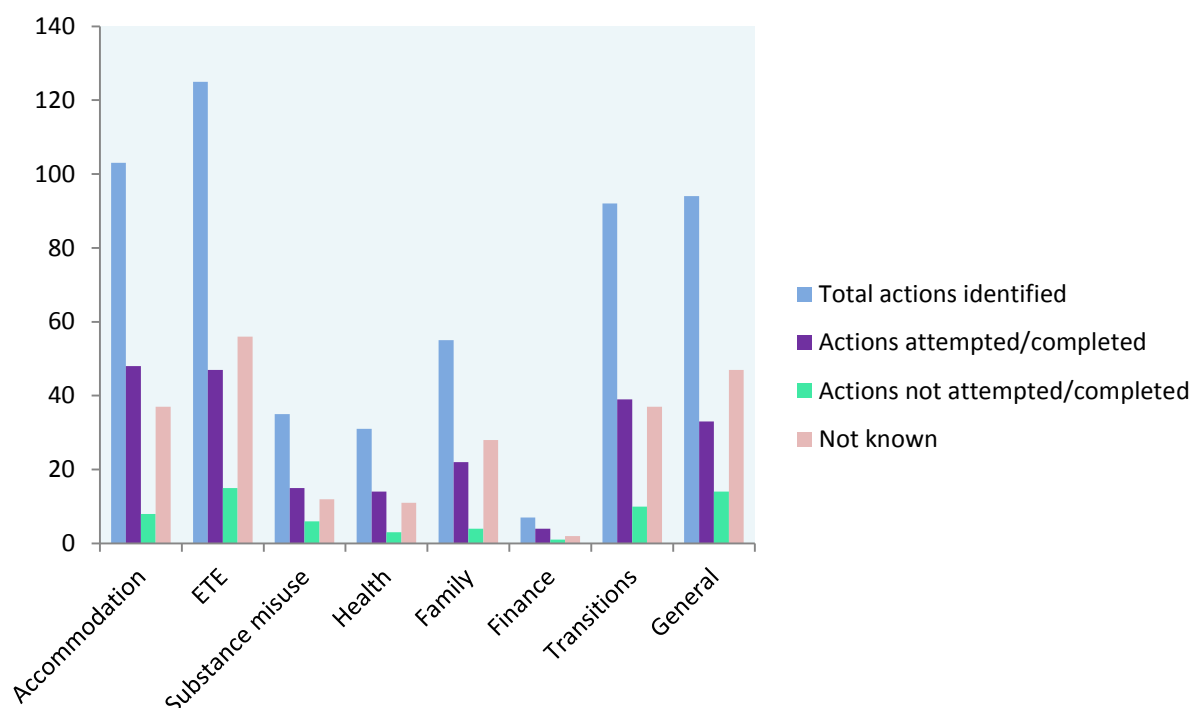
Figure 3.5 shows the breakdown of actions to identified needs. It can be seen that there have clearly been several actions for most of the addressed needs, as in most categories the number of agreed actions far outstrips the number of cases with that need. The only area where there appears to be a particular shortfall is in substance misuse, where there were fewer actions than cases with that need indicated (please note, some cases account for more than one action each), and more cases with no agreed actions where there was an assessed need. Transition-related needs (which includes 'after justice' arrangements) were identified in just a quarter of cases, however it accounted for five times that number of actions. This seemed to be because it was common for transition-related actions to be agreed with no corresponding need – possibly reflecting assessments which did not pick up on this need, but equally it could reflect discussions which deep-dive a case effectively, bringing out needs not previously apparent.

Figure 3.5: Distribution of actions to identified needs



An important aspect of the RRP's effectiveness is the work which is done in between each meeting, putting into practice what has been agreed. Figure 3.6 details what happened to the actions agreed upon in the meetings within the data gathering period (NB: because the RRP's were ongoing, there were 31 outcomes for which the result could not yet have been known, because they were pending from the last available meeting notes; these have been excluded).

Figure 3.6: Distribution of executed actions



On average, 43% of agreed actions were recorded as completed (or at least attempted) across all areas (although it should be highlighted that this did not necessarily indicate a positive outcome for the child as, for example, one case was referred to Children's Services, but they closed the case after an initial assessment). It can be seen from Figure 6 some of the actions were not attempted (13% on average across all areas), but this was generally because they became irrelevant due to changes of circumstances and priorities. However, it can also be seen that there were a large number of actions for which the outcome was not known (on average, 38% across all areas). On examination of the data there appeared to be several reasons for this. Sometimes it was because the person responsible for the action could not attend the next meeting, sometimes workers were off sick resulting in no feedback being available, and sometimes when cases were closed, no discussion took place of outstanding actions resulting in a lack of information regarding their status. It is very possible that a good proportion of these actions *were* executed, but the difficulty lay in lack of communication or inadequate recording.

This issue became apparent to the North Wales Broker, who conducted small-scale evaluations of the processes of the RRP's towards the end of 2015. Having identified that there was a dearth of information concerning a good proportion of action outcomes, processes were put in place to mitigate this. The Broker, who acts as chair for all of the North Wales RRP's started to email all action owners a week before the next meeting with a table of agreed actions, along with a request for the outcome of this to be either brought to the meeting, or given in feedback to the Broker, who could

then update the meeting. At the subsequent meeting, the Broker (as chair) goes through all outstanding actions of cases not due for re-discussion (from the previous meeting), identifying the outcome of each for the minutes (this also includes actions not directly related to case discussions). Any action outcomes which are still missing are flagged up for further investigation before the next meeting. These simple processes have resulted in a massive decrease in the numbers of actions which are still unknown in their outcome, and as such the measures taken to combat this issue are recommended for the chair of any RRP.

Table 3.1 shows which agencies were responsible for the actions arising from the RRP. Inevitably the YOT was responsible for many of the actions (65%), but this figure includes all associated workers in YOTs who might be seconded in from other agencies, which varies from team to team

Table 3.1: Actions and their owners

Agency	Number of actions owned
Youth Offending Team (YOT)	375
Career's Wales	36
Housing/Supporting People	34
Third Sector Organisations	23
Children's Services	24
Youth Service	15
Health	14
Police	12
Education (includes all local authority education agencies, like Education Psychology and schools)	11
Chair (Broker)	10
Vulnerable Adults' Service	6
Further education colleges	5
Other	3
IOM	2
Family Support	1
Probation	1
Community Safety	1
Young People's Substance Misuse Service	1
Total	574

It is also of note that many of the actions for the YOT were to refer to other agencies (mainly ones not present), so the proliferation of YOT-responsible actions does not necessarily denote a lack of multi-agency working. Also, 32 of the actions identified above were jointly held, mainly with the YOT. However, a note of caution ought to be made that the chair of the RRP needs to ensure not only that agencies consistently attend, but also that they come prepared to make offers of service, rather than simply offer advice to the YOT about what else *they* could do. The list in Table 1 seems to indicate several key services only offering scant practical input (for example, IOM, probation), which may need to be challenged as the RRP goes forward. This, and practice identified earlier to ensure that promised actions are executed and reported upon, means that the RRP chair needs to be strong enough to achieve these aims, and also carry enough authority to ensure that agencies take note.

Some of the RRP's set up through this project have had the benefit of the Resettlement Broker as an independent chair, which has allowed for more robust challenging of partner agencies. Since the Brokers have also conducted evaluation exercises, like this one, added value has been given to the fledgling RRP's, to ensure that they make use of what is known about best practice, and reduce the chances of complacency reducing effectiveness. This would need to be guarded against when there is no longer an independent Resettlement Broker available.

Conclusion

The RRP's which have been set up through the Resettlement Broker Project have demonstrated that good cooperation across a wide range of agencies in addressing the resettlement needs of young people within the youth justice system is not only possible, but is also sustainable even within the strictures of this current financial climate – or maybe even as a result of this, spreading the responsibility, and therefore the cost, of supporting these young people.

These six RRP's have held 53 meetings in which 86 young people have been discussed. Thirty nine of these cases are still open to their RRP. These young people were mainly older (within a possible population ranging from the age of 10 to 18), with 79% being 16 years old or above. Although 'resettlement' has traditionally referred to young people with custodial sentences, these Partnerships have actually been utilised for a much wider range of young people, ranging from pre-court disposals; only 45% were serving a custodial sentence at their referral. They were assessed with a mean average of 3.5 needs each, ranging across all the resettlement pathways, but with an emphasis on accommodation and ETE, as might be predicted. This meant that 240 needs were identified for discussion. Addressing nearly two thirds of these needs were 542 actions (a third of which also addressed areas of need not anticipated by case managers – possibly showing that discussions were effective at drawing out further information elucidating other areas of need not previously appreciated). Information regarding whether these actions were actually executed needs to be more accurately discussed and recorded, as only 43% were identified as having been completed (but with mitigating reasons for the specific non-execution of some 13%). The YOTs were the agency mostly responsible for actions, with partnership working evidenced by those jointly owned with others. Care needs to be taken that the YOTs are not responsible for a disproportionate share of actions, although they will inevitably have ownership of more in general. A strong chair is needed to ensure that these potential weaknesses are not causing reductions in efficacy of the RRP's. However, it has been evidenced throughout this chapter, and through the case studies presented in the previous chapter, that a significant amount of extra action has been taken in support of a wide range of young people who might not otherwise have received this kind of multi-agency intervention without the facility and focus of the RRP.

Chapter Four: Custody-cohort update (North Wales)

Introduction

In the first reports from the Resettlement Broker Project²², analyses were presented of the young people who had received Detention and Training Orders (DTO) (custody) between October 2012 and September 2014, both in terms of who these young people were, and the resettlement services they received. This chapter represents an update to the North Wales custody cohort, covering all young people with DTOs being released between October 2014 and December 2015 (for logistical reasons, it was not possible to extend this data collection to Southern Wales). Similar patterns in analysis will be followed so changes can be easily identified and reported upon. However, one limiting factor in this is the very low levels of custody currently being experienced in North Wales, which has resulted in an extremely low update population. However, since it covers *all* young people being released during this period, it will hopefully be able to comment about this population – caution should be taken in extending the findings further than this.

Profile of young people being released from custody

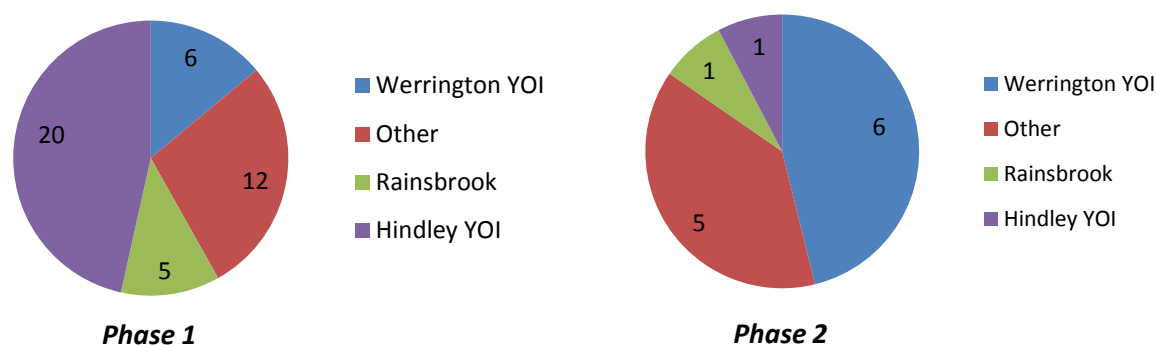
During the two-year period from October 2012 to September 2014 (Phase 1), 43 children were released from custody to the local authorities in North Wales. However during the current period (October 2014 to December 2015, Phase 2), only 14 young people were released, representing a halving of custody releases during this second phase (2012-14 saw a mean average of 1.79 release per month, which dropped to 0.83 during Phase 2). The previous analysis identified that fewer young people were released during the second year of Phase 1 (1.5 per month) compared with the first year (2.1 per month), so the trend has been continued, and indeed accelerated during this final phase of data gathering. This custody reduction is massively in excess of the national figures, which stood at a reduction of just 19% (comparing between custody rates in the years up to March 2014 and March 2015²³). This is a major achievement; however the contribution of this project to the improved figures cannot be measured in isolation from other factors because of the low numbers involved. The results from analysis of these 14 cases will be more aggregated than in the previous report to ensure confidentiality of identity

The 14 young people released in Phase 2 were spread fairly evenly over the four Youth Offending Team (YOT) areas (as were the 43 released during the Phase 1). Despite the fact that at this point Werrington YOI was the preferred YOI provision, the young people were sent to a wide range of institution-types, as shown in Figure 4.1 which compares custodial usage between the two phases. This reflects the fact that the decision regarding custodial provision is influenced by a wide range of factors, including age, gender, non-association preferences, and available space.

²² This was divided into two reports, concerning North and Southern Wales. This update only relates to the statistical analyses presented in the North Wales report (Chapters Four and Five), available online at: http://www.llamau.org.uk/creo_files/default/youth_resettlement_and_north_wales_broker_report_2015.pdf

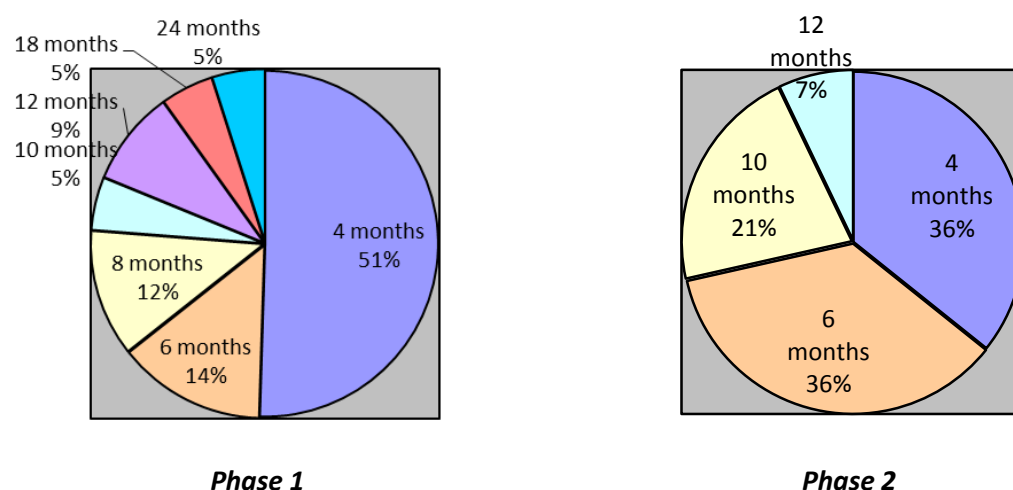
²³ Youth Justice Board / Ministry of Justice (2016) Youth Justice Statistics 2014/15, available online at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/495708/youth-justice-statistics-2014-to-2015.pdf [accessed 22/3/16]

Figure 4.1: Custodial provision



Comparing the length of sentence shows a slight decrease in the use of the shortest sentence (4 months) in favour of the slightly longer 6 months, and considerably fewer young people being given long sentences (the longest in this group being 12 months). Comparative charts can be seen in Figure 4.2.

Figure 4.2: Length of sentence



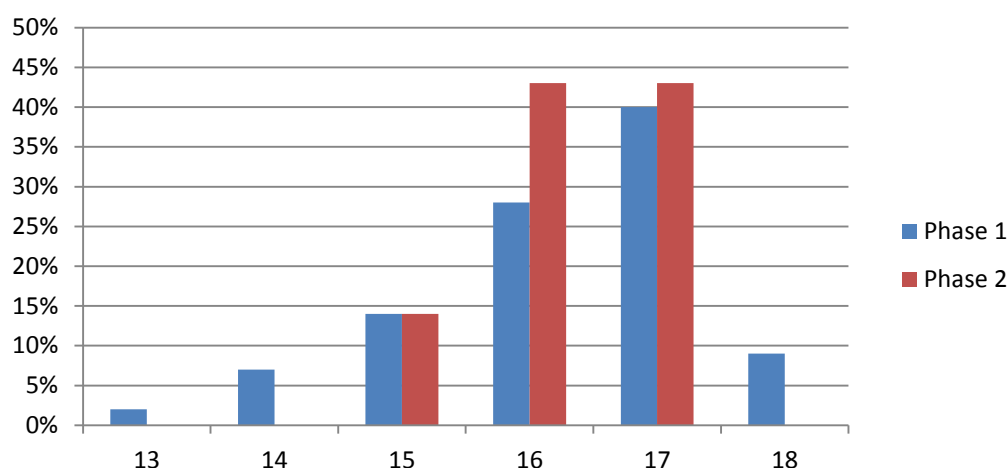
Base = 43; all.

Base = 14; all

The young people from Phase 2 had a longer median average time on licence in the community than those from Phase 1, at 92 days (compared to 63 days) , but because there were no very long sentences, the mean average time spent on licence was slightly less, at 120 days (compared to 127 days for Phase 1). Only two of the young people leaving custody during Phase 2 were girls (compared with four from Phase 1), and all of the cohort were White British (commensurate with the ethnicity of the general population), therefore no further observations can be made about these characteristics.

The age of the young people from Phase 2 was generally older and less heterogeneous in nature. A comparison between the two phases can be found in Figure 4.3.

Figure 4.3 Age of young people at the start of their sentence

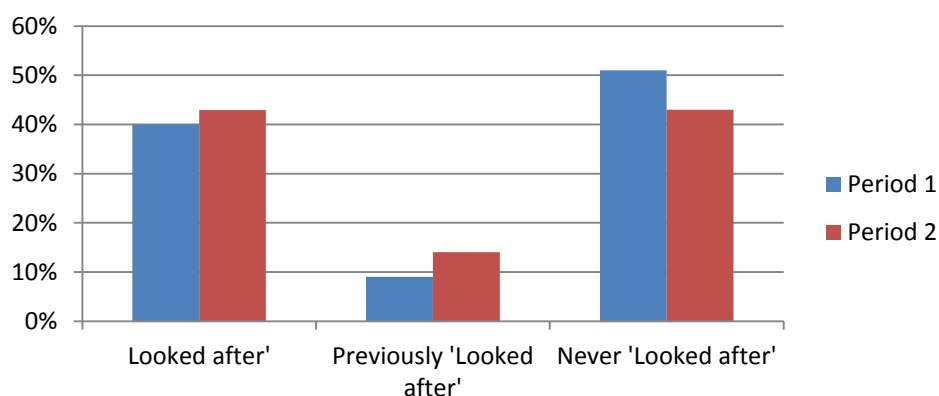


Phase 1 - Base = 43; all. Phase 2 - Base = 14; all

It can be seen from Figure 4.3 that an overwhelming 86% of the young people from Phase 2 were aged 16 or 17, but because they were concentrated in three age bands, the mean and median averages were virtually identical to Phase 1. This means that they were still a young cohort compared with other resettlement and custody projects (used for comparison in the first report).

The young people from Phase 2 had a similarly substantial care history to those from Phase 1, with Figure 4.4 showing a comparison between the two phases.

Figure 4.4 Percentage of young people “looked after” by the Local Authority prior to custody



Phase 1 - Base = 43; all. Phases 2 - Base = 14; all

It can be seen that the proportion of young people who were ‘looked after’(LAC) when given custody was slightly higher in Phase 2 than Phase 1, but it is unclear how much changes in legislation identifying young people remanded to custody as LAC have affected the figures in both phases²⁴ (although Parc YOI have identified that 64% of their LAC population were remands, most of whom

²⁴ Legal Aid, Sentencing and Punishment of Offenders Act 2012. Available at www.legislation.gov.uk/ukpga/2012/10/pdfs/ukpga_20120010_en.pdf [accessed 29/3/16]

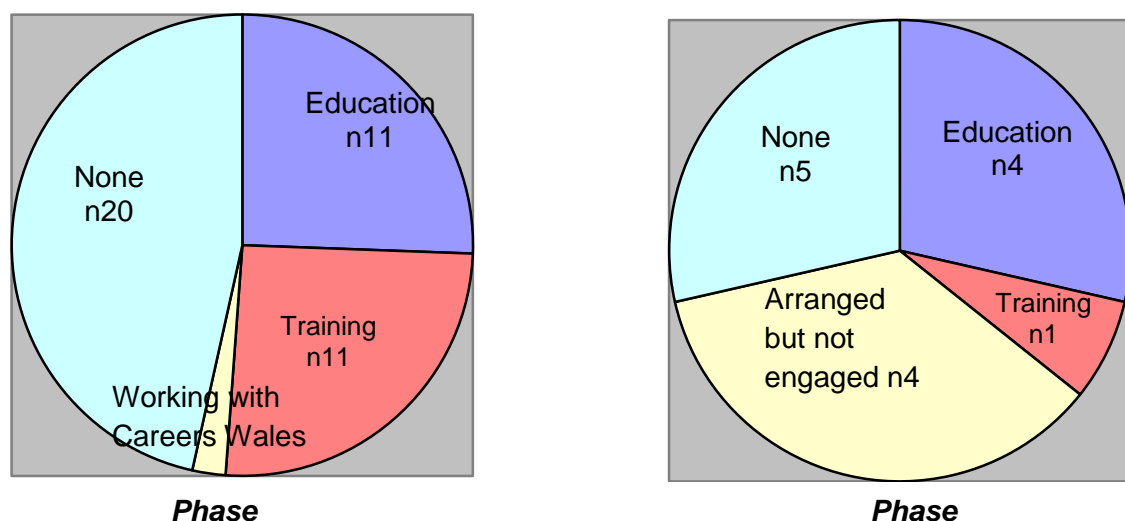
would not have been LAC prior to the changes²⁵). Although nearly half of the young people were LAC on receiving custody, the vast majority (71%) were assessed as being in suitable accommodation (although this is much lower than for Phase 1, where the figure was 91%). However, the young people's vulnerability indicators were more concerning, as can be seen in Table 4.1 (some missing data due to 'don't know' responses in Asset).

Table 4.1: Comparison of vulnerability factors

Vulnerability indicator (at time of custody)	Phase 1	Phase 2
Asset vulnerability rating of medium or above	65%	86%
Experience of significant bereavement/loss	59%	57%
Significant adults fail to communicate/show interest	63%	64%
Asset score 3 or 4 for 'Family and Personal Relationships'	51%	64%
Asset score 3 or 4 for 'Emotional and Mental Health difficulties'	27%	36%
Inappropriate self-esteem	55%	79%

For virtually all of the vulnerability indicators above, young people from Phase 2 were assessed as having higher/more concerning levels (higher figures in bold). To put this in context, the previous report identified the lower Phase 1 indicators as showing higher vulnerability levels than for other evaluations (including Southern Wales). This points to a younger, much more vulnerable group of young people than have been receiving custody previously. Moreover, half of the young people were viewed as seeing substances as positive for life (similar to Phase 1), but 71% had been given an Asset score of 3 or 4 for that section (compared to 54% in Phase 1).

Figure 4.5: Percentage of young people in ETE prior to custody



Base = 43; all.

Base = 14; all

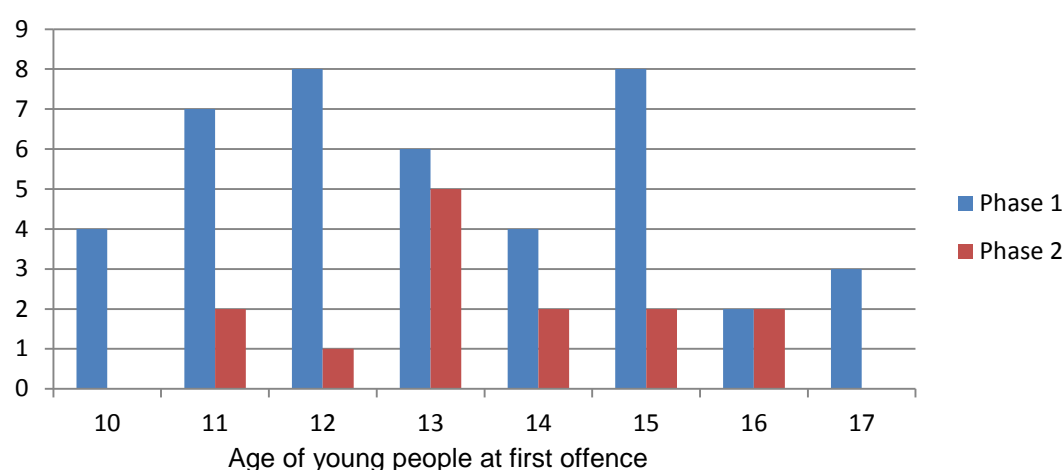
It can be seen from Figure 4.5 that a similar proportion of young people were in education, but only one was in training. It was unclear from the report on Phase 1 whether all the young people were engaging in their provision, or whether those for whom education or training had been arranged but not engaged with were included in the figure for 'none'. If it is assumed that those with none are a

²⁵ Evans J, Willey R, Dyer C (2016) *Supporting implementation of care and support for children and young people in the secure estate* [PowerPoint]. Welsh Government Offices, Swansea; 3rd February, 2016

distinct group from those who were not engaging, then there has been a much reduced proportion of young people with no provision on entry to custody for Phase 2 (36%) than there was for Phase 1 (47%).

The young people had a similarly substantial criminal history to those from Phase 1, with a mean average age of first (detected) offence of 13.5 years (compared with 13.1). The range is wide, from 11 to 17, also similar to Phase 1, comparisons with which can be found in Figure 4.6.

Figure 4.6: Age of young people at time of first offence (raw numbers)



Base = 42; 1 missing.

Phase 2 cohort had a mean average of 5.64 convictions prior to their current offence/s, with a median of 6.5 – a slightly lower mean average to Phase 1 (7.16), but higher median average (6). However, only 2 young people had 10 or more previous convictions (14%, compared with 24% from Phase 1). This is also reflected in those who have previously experienced custody, which has been detailed in Table 4.2 below, comparing them to the young people from Phase 1 (figures are rounded).

Table 4.2: Number of previous custodial sentences

Number of previous custodial sentences	Phase 1		Phase 2	
	Frequency	Percentage	Frequency	Percentage
0	32	74%	9	64%
1	4	10%	3	21%
2	4	10%	2	14%
3	4	7%	0	0%

It can be seen that whilst a higher proportion of young people from Phase 1 had never received custody before, no young people had more than two previous custodial sentences. However, a much higher proportion had been designated a ‘Deter Young Offender’²⁶ (DYO) from Phase 2, at 71%,

²⁶ “Deter Young Offender” refers to young people identified (either by their offending rate or their Asset score) as posing most risk of reoffending

when compared with Phase 1 (48%). Interestingly, this high figure was not reflected in the numbers of young people assessed as perceiving themselves to have a criminal identity, as only 29% of the young people fell into that category, compared with 43% from Phase 1. There were no cases referred for Multi-Agencies Public Protection Arrangements (MAPPA), compared with two in Phase 1. However, the risk identified through the DYO cases was also echoed in the 50% assessed as presenting a high risk of harm to others (compared with 26% high/ very high from Phase 1).

The young people received their DTO for a wide variety of offences (and usually a combination of several), as detailed in Table 4.3, which also compares the two phases.

Table 4.3: Offences for which current sentence being served

Offences	Phase 1		Phase 2	
	Frequency	Percentage	Frequency	Percentage
Robbery	1	2%	1	7
Sexual offences	1	2%	1	7
Breach of statutory orders	22	51%	3	21
Domestic burglary	10	23%	2	14
Violence against the person	9	21%	6	43
Other	3	7%	1	7
Theft or handling	3	7%	5	36
Bail breach	1	2%	3	21
Public order	2	5%	4	29
Motoring offences	3	7%	4	29
Vehicle taking	4	9%	4	29
Criminal damage	3	7%	4	29
Arson	0	0%	1	7

Phase 1 - Base = 43; all. Phase 2 - Base = 14; all.

Totals add up to more than 100% because convictions can be for more than one offence.

Fewer young people had an index offence gravity of 6 or 7 (out of 8, where 8 is the most serious) in Phase 2 (29%) than Phase 1 (35%), indicating that offences were of less severity for the more recent cohort. The previous report commented that the Phase 1 figure was fairly low, indicating that DTOs had been given for an accumulation of lower-level offences. This is also the case here, with the mean average number of offences for each conviction being 4.4 (which is in common with other research findings²⁷). However, it is worth noting that 17 (40%) young people from Phase 1 had been given custody for Breach of their Statutory Order *alone* (as opposed to being alongside other offences), whereas this was the case for just two young people (14%) from Phase 2. This apparent increasing reluctance to impose custody for Breach alone might explain the much faster reduction in custody use compared to the national picture - the use of custody for Breach in North Wales (2013-14) was

²⁷ See for example Jacobson J, Bhardwa B, Gyateng T, Hunter G, and Hough M (2010) *Punishing Disadvantage*. Prison Reform Trust (p17ff). Available online at: <http://www.prisonreformtrust.org.uk/portals/0/documents/punishingdisadvantage.pdf>

massively higher than national figures for the period of 2%²⁸ (and therefore *still* remains above the national figures, where the practice has all but ceased).

Young people are assessed using the youth justice assessment tool Asset, which purports to identify (through a scoring system covering 12 areas of criminogenic need) how likely young people are to reoffend. It also facilitated case managers in identifying areas in which the young people need further support or intervention. The median average Asset score, as assessed on entry to custody, was somewhat higher in Phase 2 (41) than for Phase 1 (35). This increase can be seen through the fact that 57% of the young people had an Asset score of 40 or more, compared to only 30% in Phase 1. This was also higher than in other comparisons made in the last report. This indicates a high (and increasing through time) risk of reoffending, which should logically result in an *increased* rate of reoffending than those assessed for Phase 1 (discussed later). This appears to concur with other research indicating that the young people becoming involved with the youth justice system are increasingly complex.

Case records were examined to identify what needs appeared to have been identified by the case managers for each young person (this process was somewhat subjective, being drawn from narrative Asset assessments). The list of need-areas was defined through the use of a data-collection sheet originally designed for the North West Resettlement Consortium evaluation in England. In hindsight it might have been better to sacrifice the facility of cohort comparison to enable a better list to be drawn up, more consistent with the seven resettlement pathways (for example, it was difficult to decide whether someone's needs lay in 'low qualifications' or 'unemployment'). However, for continuity of this data-set, the original criteria were retained. A comparison of needs between Phase 1 and Phase 2 is detailed in Table 4.4.

Table 4.4: Areas of need that may hinder resettlement

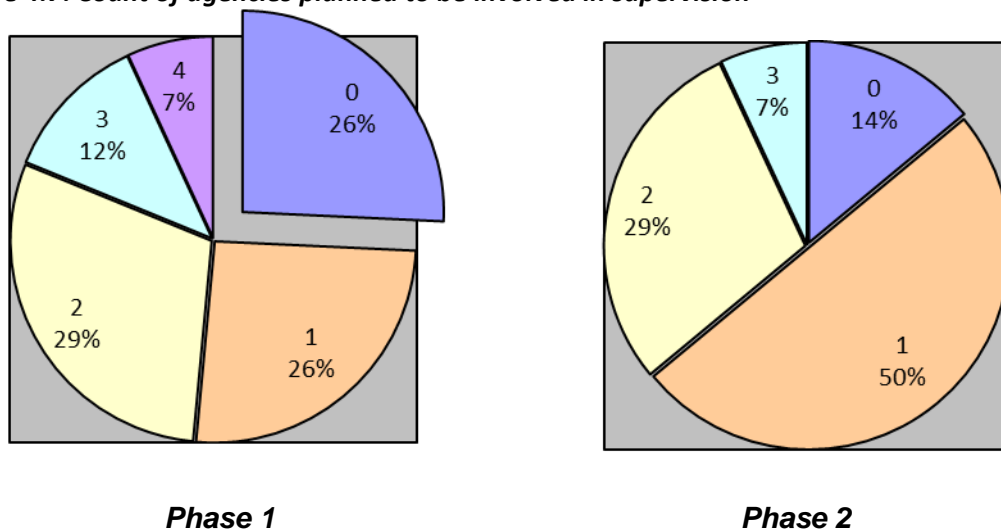
Areas of need	Phase 1		Phase 2	
	Frequency	Percentage	Frequency	Percentage
Offending behaviour	33	77%	14	100%
Constructive activities	26	61%	7	50%
Substance misuse	33	77%	11	79%
Anger management	24	56%	6	43%
Low qualifications	20	47%	8	57%
Unemployment	23	54%	6	43%
Family problems	26	61%	8	57%
Housing/homelessness	7	16%	3	21%
Life skills	3	7%	0	0%
Mental health	19	44%	2	14%
Physical health	0	0%	0	0%
None	0	0%	0	0%

Phase 1 - Base = 43; all. Phase 2 - Base = 14; all

²⁸ Youth Justice Board / Ministry of Justice (2015) Youth Justice Statistics 2013/14, available online at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/399379/youth-justice-annual-stats-13-14.pdf

It is important to note that not only could differences be because of the small numbers involved (as for all of these comparisons), but also because of the subjective nature of the data gathering process. However, far more have been identified as needing offence focused work, as seems to be the case here for all (77% in Phase 1). The other main areas of need broadly concurred with Phase 1, apart from mental health, which appeared to be much less of an issue in Phase 2. What is also similar is that for each young person, a number of needs were identified (mean average of 4.86 per young person, compared with 4.98 in Phase 1, but a slightly higher median average of 5, compared to 4), meaning that a multi-interventional approach would be needed for virtually all of them (one young person had just one need identified). How much this would require YOTs to look elsewhere for external support might depend on their internal resources. However, the YOTs only planned to involved 1 external agency per case (median = 1; mean = 1.29). The proportion of cases where no other agency was planned for involvement had dropped from 26% in Phase 1 to 14% in Phase 2, so it seems that the vast majority expected at least some involvement from other agencies. The maximum number of external agencies was 3 (compared with 4 in Phase 1), vastly fewer than other comparative projects (see previous report). These proportions are shown below in Figure 4.7 below. However, it should be noted that many areas of need can and should be addressed through seconded partners within the YOT, not necessitating external agency input. All North Wales YOTs have seconded staff from probation, the police, Careers Wales and education, health (usually CAMHS), an attached substance misuse project (these differ between YOTs – some use other agencies like Barnardo’s, some have created their own project), and parenting workers.

Figure 4.7: Count of agencies planned to be involved in supervision



It is perhaps not surprising, given the professionals involved with YOTs that, for many intervention areas, there appears to be very little call on external services (see Table 4.5 overleaf). Also, none of the young people in Phase 2 were accommodated in care homes, which is why no care home staff were involved. However it is somewhat surprising that Social Services were only planned for inclusion in 4 cases, even though six young people were LAC at the point of being given custody. It is unclear why this might have been the case, although potentially the other two could have been remanded (and therefore given LAC status just for this period) and unlikely to remain LAC after conviction (NB this is conjecture because the additional data were not available). It is important to note that these were the agencies that were *planned* for inclusion. Agencies *actually* involved will be discussed later.

Table 4.5: Agencies intended to involve

Areas of need	Phase 1		Phase 2	
	Frequency	Percentage	Frequency	Percentage
Social Services	16	37%	4	29%
CAMHS	9	21%	2	14%
Education	2	5%	4	29%
Careers Wales	1	2%	0	0%
Drug and alcohol services	5	12%	1	7%
Victim workers	0	0%	0	0%
Care home key worker	3	7%	0	0%
Police	9	21%	0	0%
Mentor	0	0%	0	0%
Integrated Offender Management	1	2%	0	0%
Probation	2	5%	0	0%
Third Sector agency	7	16%	4	29%
Other	9	21%	1	7%

Phase 1 - Base = 43; all. Phase 2 - Base = 14; all.

Although patterns are difficult to extrapolate from such small numbers, it seems that the young people in Phase 2 tended to have been given longer than the minimum DTO sentence (4 months), but none received over 12 months. This also meant that they were destined to spend slightly longer on average receiving supervision from the YOT on licence. They were generally male, all White British, and somewhat older on average than those released during Phase 1. They were more likely to be LAC (or have been LAC in the past), and had higher levels of vulnerability across most indicators. They were more likely to have an ETE provision arranged, but also more likely not to be engaging with it. Their offending onset was similar to Phase 1, but they were less likely to have a very prolific offending history. This is at odds with their assessed likelihood of causing serious harm to others, which was lower than Phase 1. Their current offence/s were not likely to be quite as serious, but more numerous. However, their assessed likelihood of further offending was higher, but with slightly more needs identified. Very few external agencies were planned for their intervention, despite the wide ranging needs identified.

Resettlement support received

Resettlement work should begin on the imposition of custody, if not before, which assumes that the work of custody will be focused on resettlement needs. Regular DTO planning meetings are held during the custodial phase, although in practice a young person serving a four month DTO is unlikely to receive more than an initial planning meeting and a pre-release meeting. Phase 1 revealed that the median average number of external agencies attending DTO meetings was 0 (with a mean average of 0.54). Unfortunately this is still the case with Phase 2 (mean = 0.36; 2 missing), although this could be due to the distance from home of the secure establishments. No young person had more than one external agency at a DTO meeting, and seven had none at all. Social services were most likely to attend (n3), followed by the police (n1) and an unspecified third sector agency (n1). No young people were recorded as having attended a pre-release course, compared with two for Phase

1. However, it was identified that the pre-release course available at that time was voluntary, but required young people to miss provision like gym time, which might have reduced their motivation to attend. None of the young people from Phase 2 had opportunity to attend a pre-release course of any kind because the new preferred provision for North Wales, Werrington YOI, does not have any such course. It has been a recommendation of this project that they instigate one which will also address the emotional aspects of release. It is unclear whether this work is being done with young people on a one-to-one basis, but no feedback from young people has suggested that this is the case. The picture is similarly dismal for Release on Temporary Licence (ROTL), a major tool for resettlement, as no young people accessed this at all (compared with 16% in Phase 1). It should be noted that one young person was offered a ROTL opportunity, but declined because he felt it would be too difficult to return afterwards, compounding his difficulties with coping in custody. However, it was not clear whether any time was taken to fully explore this with the young person to see whether his concerns could be mitigated. It was also not clear in most of the case notes why ROTL had not been explored as an option for the young people in Phase 2. It could be a function of the Reintegration and Resettlement Partnerships to routinely discuss ROTL options for all young people in custody, identifying who should apply and at what point, also coordinating police support. All of the young people appeared to have a plan for the day of their release (1 missing), but it was not clear whether this covered anything more detailed than their mode of travel back, and their first appointment at the YOT office that day.

The YOTs appeared to be able to obtain full information from the secure centre about both offending behaviour and education completed before release in all cases (compared with 84% in Phase 1, but there were 3 missing cases in the Phase 2 dataset). This appeared to facilitate a continuous provision for offending behaviour in the community in all cases, but not so with education, which will be covered later.

The assessment of needs has already been discussed earlier, with median of 5 needs identified; however the median of needs addressed was only 3, showing something of a shortfall. This has been compared with Phase 1 in Table 4.6. This shows that all young people had multiple needs addressed (but not all areas of need were covered).

Table 4.6: Count of areas of need that were addressed during the licence period

Number of areas of need	Phase 1		Phase 2	
	Frequency	Percentage	Frequency	Percentage
0	1	2%	0	0%
1	1	2%	0	0%
2	5	12%	1	9%
3	14	33%	6	55%
4	13	30%	2	18%
5	8	19%	2	18%
6	0	0%	0	0%
7	1	2%	0	0%

Phase 1 - Base = 43; all. Phases 2 - Base = 11 (3 missing)

Table 4.7 overleaf identifies which areas of need were addressed, and compares this with Phase 1.

Table 4.7 Areas of need tackled during licence period

Areas of need	Phase 1		Phase 2		Identified as a need (%)
	Frequency	Percentage	Frequency	Percentage	
Offending behaviour	37	86%	9	64%	100%
Constructive activities	20	47%	6	43%	50%
Substance misuse	25	58%	8	57%	79%
Anger management	4	9%	3	21%	43%
Low qualifications	26	61%	9	64%	57%
Unemployment	15	35%	4	29%	43%
Family problems	1	2%	3	21%	57%
Housing/homelessness	8	19%	3	21%	21%
Life skills	4	9%	11	79%	0%
Mental health	10	23%	11	79%	14%
Physical health	2	5%	3	21%	0%
None	1	2%	0	0%	0%

Phase 1 - Base = 43; all. Phases 2 - Base = 11 (3 missing)

It can be seen that although offending behaviour was identified as a need in all cases, it was only actually addressed in 64%. Similarly, substance misuse was identified as a need in 79% of cases, but only apparently addressed in 57%. Conversely, low qualifications were identified as a need in 57% of cases, but then addressed in 64%. There could be many reasons for this. Needs may have abated during the custodial period, or may have been adequately covered in custody (or case recording may not have adequately captured all interventions). Young people may have had overwhelming issues needing prioritisation and leaving other areas uncovered, also priorities change in terms of becoming more or less pressing. However, what is clear from this is that the lack of external agencies used by YOTs does not appear to have stopped work taking place in such areas as substance use, unemployment and mental health, which must either have been addressed using internal resources, or incorporated agencies which had not earlier been planned for. However, under-provision of interventions to address some needs (for example, anger management, which had been identified as a need in 43% of cases, but only addressed in 21%), may point to the need for external agency involvement, if they are not being delivered by the YOT. Some of these areas had been similar for Phase 1, so the issue is still pertinent.

The earlier report implied that the more agencies involved with young people, the better the provision. This report takes a more measured view on this, as the use of more agencies could equally alienate young people and their families if it results in too many professionals (and assessments) being involved. However, given that YOTs, despite being multiagency, are unlikely to be able to meet every need, and also that transition into general services as an order reaches the end is desirably to be done through non-criminal agencies, some referral out to external services would seem to be beneficial. It has already been shown that YOTs intended to involved only one extra agency (mean = 1.29), but in reality they actually involved a median average of 2 (mean = 1.55), showing that there was some willingness to look beyond internal YOT resources for further support (the median in Phase 1 was 1).

It can be seen from Table 4.8 that although no young people had more than 3 external agencies involved with them, no young people worked with the YOT in isolation. It also shows that although two cases had no planned involvement of any external agencies, they did in fact end up with it.

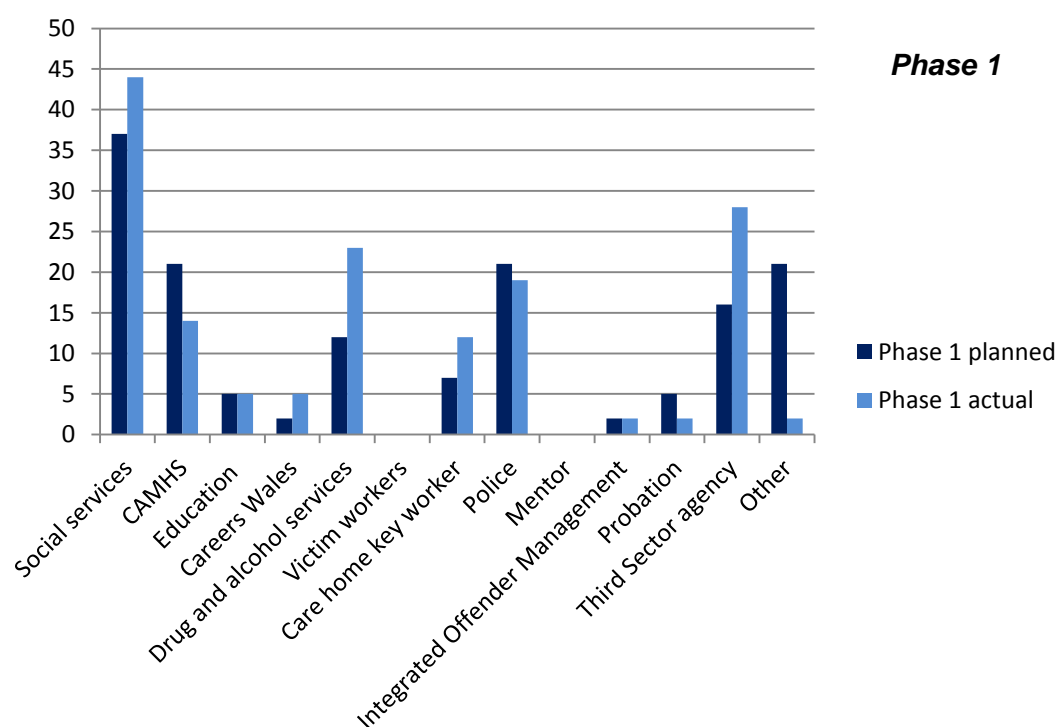
Table 4.8: Count of agencies involved in supervision

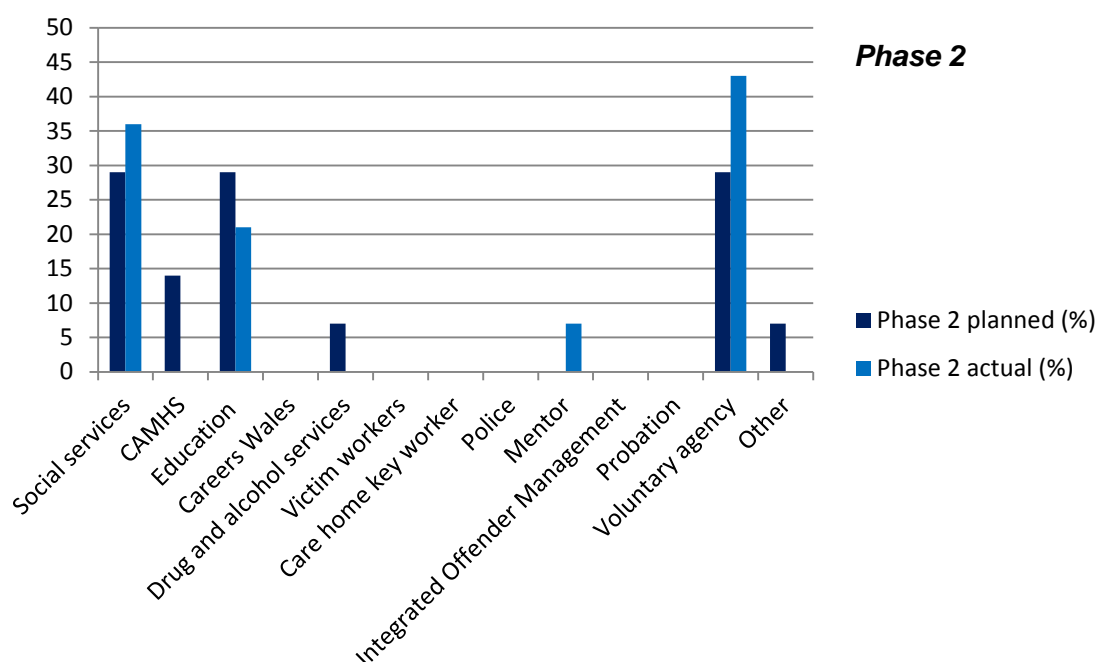
Number of agencies	Phase 1		Phase 2		Phase 2 – no. agencies planned
	Frequency	Percentage	Frequency	Percentage	
0	7	2%	0	0%	14%
1	16	2%	5	45%	50%
2	11	12%	4	36%	29%
3	7	33%	2	18%	7%
4	2	5%	0	0%	0%

Phase 1 - Base = 43; all. Phases 2 - Base = 11 (3 missing)

It was not clear why the planned involvement of external agencies underestimated this, but it is possible the RRP provided unexpected opportunities for novel agencies to provide support, especially since the most involved external agency was a generic 'third sector agency' (unspecified further, so will cover several different individual mostly third-sector agencies). Figure 4.8 illustrates the differences between planned and actual involvement of the different agencies, highlighting the differences between Phases 1 and 2. It shows for both years a similar underestimation of involvement with both Social Services and Third Sector agencies, but an overestimation of many of the others (even though only one agency was planned for involvement in both phases).

Figure 4.8: Planned and actual external agency involvement





The first report considered in particular two factors known to be important to resettlement, housing and ETE. Half of all (the statistics below have one missing case) the young people went to live with at least one parent on release (44% of Phase 1), which is still lower than other comparisons made in the first report. The details of accommodation on release can be seen in Table 4.9.

Table 4.9: Accommodation after release from custody

Accommodation	Phase 1		Phase 2	
	Frequency	Percentage	Frequency	Percentage
Parental home	19	44%	7	54%
With other relatives	4	9%	0	0%
Foster care	2	5%	3	23%
Children's home	4	9%	0	0%
With friends	3	7%	0	0%
Supported accommodation	8	19%	1	8%
Hostel	2	5%	1	8%
Bed and breakfast	1	2%	1	8%

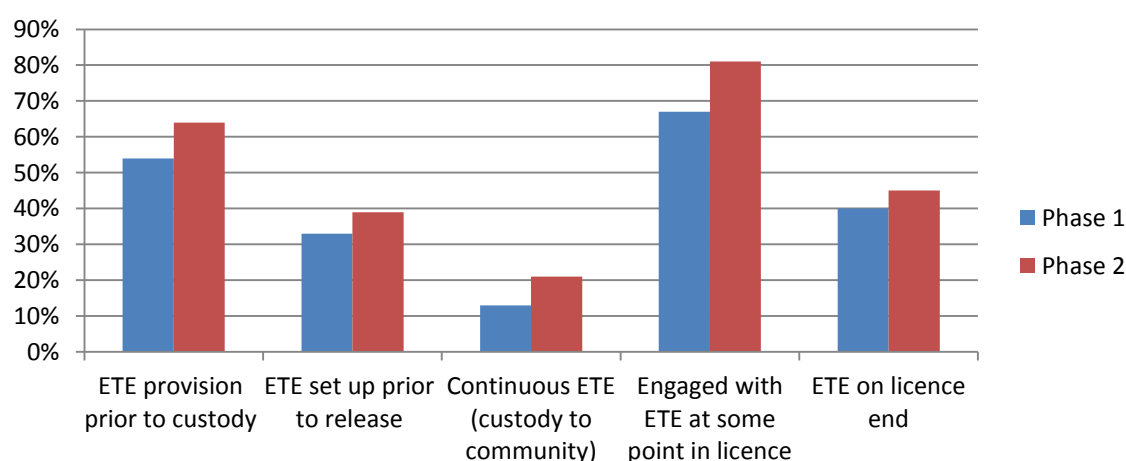
Phase 1 - Base = 43; all. Phase 2 - Base = 13; 1 missing

All of the young people (2 missing cases) had their accommodation confirmed more than 24 hours before release, which is evidence that this was a priority for YOTs in resettlement planning (and an improvement on Phase 1, where three cases were not arranged in advance). However, since good resettlement practice should see accommodation in place weeks before release, so that other provision (for example ETE) can then be arranged, a better question would more rigorously interrogate when arrangements were actually put in place. Arranged accommodation also appeared to be relatively stable, with recall back to custody being the most frequent (3) reason for leaving (although accommodation type did not appear to be significant in the reason for return, ranging through parental home, foster care, and hostel – but a case study approach to these might have

revealed otherwise). Only one young person had a particularly turbulent time, moving between foster carers throughout their licence. The same number of young people were in suitable accommodation after as before custody; before custody four young people had been in unsuitable accommodation, which dropped to two after custody, but one case was missing, and one had moved to 'suitable but fragile'. By the end of the licence period, eight were in suitable accommodation, but two were back in custody on remand (unsuitable) (2 missing). Custody aside, the young people in this Phase appeared to be much more stable in their accommodation than those from Phase 1 (where only 58% stayed in their release accommodation).

Regarding ETE, the figures for attendance prior to custody have already been examined (see Figure 4.5). Communication between the secure estate and YOTs appeared to have improved in Phase 2, as all the young people were released with full information about what they had covered in custody, compared with 88% in Phase 1 (there were two missing cases, one was remanded and never released after sentence, and the other returned to a different Local Authority in England). This is despite there being a range of custodial provision utilised (see Figure 4.1), but could indicate (since the changeover from Hindley to Werrington occurred during this time, resulting in only one Hindley case in Phase 2) that the difficulties more frequently occurred with Hindley. Despite this level of communication, there were still very few young people who were able to access a continuous programme of ETE (21%), although this was an improvement on the figures over Phase 1 (13%). However, these two factors are linked, as lack of confirmed accommodation causes uncertainty regarding where the young person might be placed, making it impossible to plan and arrange ETE provision. The two project phases have been compared in Figure 4.9.

Figure 4.9: Comparison of ETE provision between Phase 1 and Phase 2



Phase 1 - Base = 43; all. Phases 2 - Base = 11-13; 1-3 missing

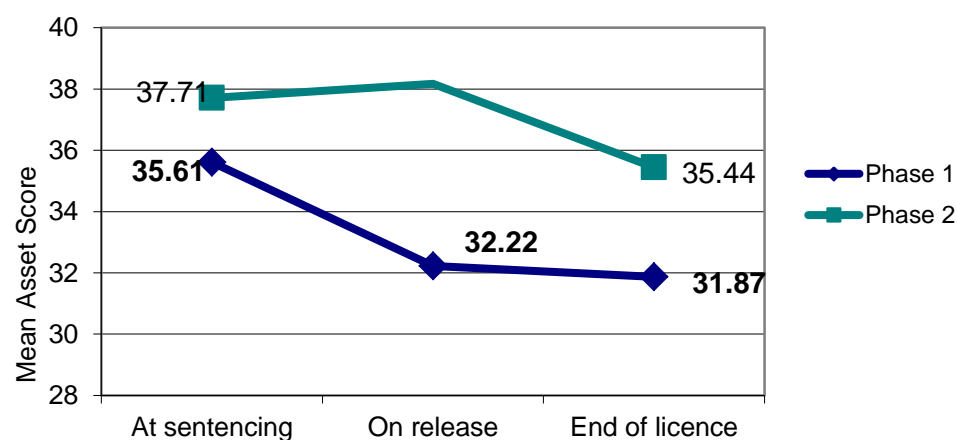
Although numbers are extremely small for Phase 2, it can be seen that all aspects of ETE arrangements have improved (or practitioners have been better able to meet the needs of this particular cohort) between the two phases, with 81% of young people having some kind of engagement with ETE during their licence, and a greater percentage maintaining a provision at the end of their licence period. This might partly reflect the facility of the Symud Ymlaen project (which provides work-readiness training and paid work experience placements for young people who are LAC or involved with youth justice, see footnote 13). The fact that this project is due to close in

September 2016 due to lack of funding might adversely affect this resettlement cohort's ETE engagement.

Risk of reoffending

One of the major tools available to YOTs for assessing the likelihood of a young person reoffending is the Asset assessment, which puts numerical values on twelve different risk areas (NB this information will no longer be available because the new AssetPlus case management system no longer utilises quantifiable scores, partly because of concerns that this risk-led approach was not helpful in constructing intervention plans which would truly help young people to desist from offending in the future).

Figure 4.10: Trends in Asset scores



Phase 1 - Base = 43; all. Phases 2 - Base = 9-12; 2-5 missing (five end Assets missing)

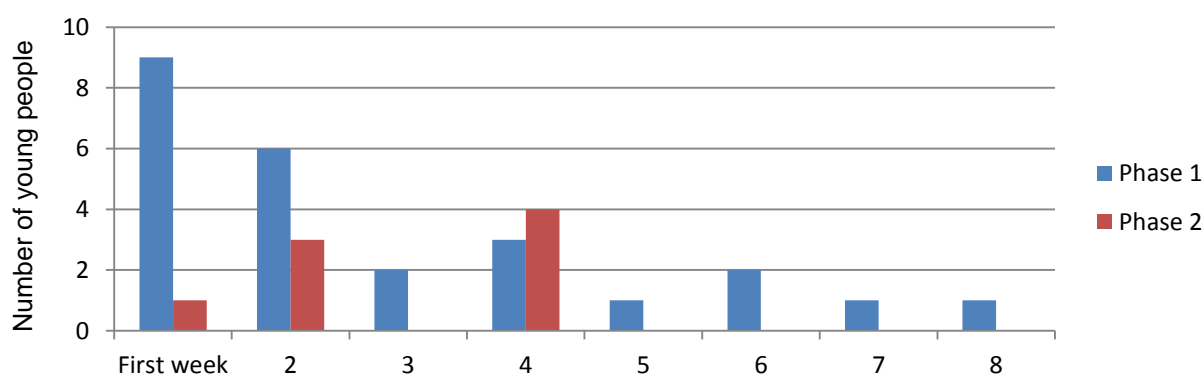
There was a high incidence of missing end Assets which further reduced the dataset for this comparison, making numbers really too small from which to extrapolate any meaningful information (differences between the DTO stages were non-significant as a result). However, the relatively higher complexity of the Phase 2 cohort can be seen in Figure 4.10, as Asset scores were consistently higher than for Phase 1, underlining and continuing the trend over recent years for youth justice casework to be dealing with ever more troubled and troublesome young people. The high Asset scores still being given at the end of their licences indicates that the young people still had unmet needs. Despite this, only 3 out of 11 young people (who were recorded) were offered an exit plan (27%, compared with 42% from Phase 1). A key way for this to be established is for young people to be offered voluntary support *during* their licence period, with a view to this being continued afterwards, however only two of the young people were offered this, both of whom accepted it (down from 44% from Phase 1). This might indicate why so few young people had an exit plan, but also shows a clear potential direction for the use of Reintegration and Resettlement Support Partnerships (RRP) with these young people, to identify agencies for 'after justice' support at an early stage.

Compliance and reoffending

Both compliance on orders (breach rate) and reoffending are important success indicators for youth justice. They will be examined by looking at whether young people committed a 'breachable action', while on licence, whether they were arrested for offences allegedly committed while on licence, any convictions from offences committed within three months of release, and any instances of being returned to custody either for new offences or for breaching their Order. This is in line with the first report on the project, providing a directly comparable update.

The rate at which young people committed at least one breachable action during their licence period was much higher in Phase 2 (77%) when compared with Phase 1 (61%). The percentage committing *more* than one breachable action was still higher than Phase 1, but not by nearly so much (54% compared with 46%). This is all much higher than other comparable projects (see Hazel and Hampson, 2015: 58). However, the rate at which the first breachable action was committed was much slower than in Phase 1 (where the most frequent first breach took place within the first week), with a median of 32 days, compared to just 9 days in Phase 1. Comparisons of Phase 1 and Phase 2 can be found in Figure 4.11

Figure 4.11: Comparison of speed of first breachable action between Phase 1 and Phase 2



Base = all who committed a breachable action within first three months; Phase 1 - n25, 3 missing. Phases 2 - n9, 3 missing (one young person in both phases committed a much later first breach).

Previous projects have found that involving a lot of different agencies increased breach rates, possibly through 'setting them up to fail' (Hazel and Hampson, 2015: 60), but this has not happened at all in either Welsh Resettlement Broker project, possibly because the number of external agencies involved has been much lower. It seems that although some benefits are undoubtedly gained through involving external agencies, a balance needs to be found in which this helps the young people, rather than making them feel overwhelmed. It is important therefore that involvement of external agencies should, as far as possible, be on a voluntary basis, keeping the statutory to YOT contacts. However, the previous report identified that unusually, a major cause of breach was failure to meet curfew (34%), which was continued in Phase 2 (40%). This may have been due to a somewhat routine use of Intensive Surveillance and Supervision (ISS) for custody leavers, which carries intense contact levels (25 hours a week) and mandatory electronically-monitored curfew

(‘tagging’), which the Howard League describe as ‘double punishment’²⁹. They also point out that this is not court imposed, but applied by YOTs as a part of licence conditions. However, YJB guidance stipulates that ISS should *only* be a licence condition in cases meeting Multi-Agency Public Protection Arrangements (MAPPA) criteria, or where risk of reoffending and/or risk of causing serious harm to others is high or very high. It also says that meeting any of these criteria does not automatically mean ISS should be applied, but only after discussion at a Risk Management Panel and with agreement of a YOT operational manager³⁰. It is a recommendation of this report that ISS *only* be applied to licence conditions in exceptional cases, where the conditions outlined above mean the young person is *very likely* to reoffend in a way which would cause serious harm to others. This would minimise the risk of young people being ‘set up to fail’ when released from custody.

In terms of reoffending, 50% of these young people committed a further offence whilst on licence (n6; 2 missing), only one of whom had a breach of their order as the only offence. This is a massive increase on Phase 1 (21%), which could be a function of the smaller numbers, but could also reflect a trend of increasing early reoffending. Similarly, 50% reoffended within 3 months of the end of their licence, compared with 35% in Phase 2 (but there were a lot of missing data due to young people becoming 18 at or during this time, or moving away, making reoffending information unavailable). The median average time to first offence for those 6 children who did offend was 41.5 days, which is slightly quicker than those in Phase 1 (45 days; n9). Five children were recalled to custody during their licence (35%; 1 missing), which is higher than in Phase 1 (23%; n10). With such small numbers, it is not possible to make further meaningful analyses regarding other factors which might have been associated with further reoffending (no discernible patterns were noted in any case).

Summary and conclusion

The numbers of young people from North Wales being given custody has continued to decline, and much more quickly than the national picture, which might possibly reflect a major reduction in the numbers of young people being given custody for Breach of Statutory Order alone. This also might indicate that those who are still being given custody in Phase 2 were much more complex than those in Phase 1. Indeed, sentences were slightly longer, the young people tended to have more offences included in their conviction, and they were more likely to have hit the threshold for DYO status to be applied. The young people were more likely to have been given high Asset scores indicating a higher likelihood of reoffending, and this was reflected in a much higher level of reoffending while still on licence, for young people in Phase 2. However, the average offence gravity was lower because there were fewer very serious offences (reflected in the lack of sentences over 12 months in length). The Phase 2 cohort was mainly male, and somewhat older than Phase 1, but displayed much higher levels of vulnerability (although mental health was assessed as much less of a need).

Much research has identified that resettlement support needs to begin at the imposition of custody, if not before, but the data from Phase 2 show that some areas of resettlement support within custody have deteriorated, as no pre-release courses have been available to young people in

²⁹ The Howard League (2014) *They couldn’t do it to a grown up: tagging children without due process*. Available online at

https://d19ylo4aovc7m.cloudfront.net/fileadmin/howard_league/user/pdf/Publications/ISS_final.pdf

³⁰ YJB (2014) *Case management guidance - Custody and resettlement: section 7 case management guidance*. Available online at www.gov.uk/government/publications/custody-and-resettlement/custody-and-resettlement-section-7-case-management-guidance

Werrington YOI, which is now the preferred provision for North Wales. The Broker has tried to encourage Werrington to introduce such a course which would also address the emotional aspects of release, but as yet this has not been actioned. Despite encouraging verbal indications to the Broker from Werrington YOI, no young people from Phase 2 were able to access ROTL opportunities, although the range of custodial options used indicates that this is also a wider issue. This might be an issue for RRP's to address in the future.

Communications between the secure estate and community YOTs appear to be routinely much better, with full information available regarding both offence-focused and education work completed prior to release. However this did not necessarily translate into continuous provision being arranged, especially in ETE, standing at less than a quarter of young people; however, this is an improvement on Phase 1, as slightly more young people in Phase 2 had ETE arranged in advance of their release. In fact, all the ETE indicators, while not particularly impressive, did indicate something of an improvement on Phase 1, with higher proportions of young people accessing and maintaining ETE during their licence period and beyond.

Practitioners planned to involve one agency, on average, with young people, but in reality involved a median average of two; however, they only addressed a median average of three needs (out of an assessed five, although this was extrapolated from case files by the researcher, and therefore potentially subjective (but also possibly adversely affected by the distance at which custodial provision is from the home authorities). Areas under-addressed appeared to be offending behaviour, substance misuse, anger management, unemployment, and family problems. However, areas addressed more than identified were low qualifications, life skills, and physical health. It could be that generic programmes are being applied to young people not necessarily assessed with that need, resulting in over-provision, but it is difficult to see why areas assessed as needing intervention appeared not to be addressed during the sentence, unless crises caused practitioners to re-prioritise input (it is possible that inadequate case management recording did not capture all work actually completed with young people). One area which it was hoped that the Broker project would address is that of providing young people with robust exit plans involving external, non-criminal agencies, but these figures imply that although much discussion has taken place regarding the need for this, it has not yet been translated into action, as the proportion of young people offered support was lower in Phase 2 than Phase 1. This is an area for development in the future, particularly given the numbers of young people reoffending within three months of the end of their licence, and could easily be facilitated through the RRP's, which generally have membership from a wide range of agencies, many of whom could offer this type of support (and several crossing the transition age of 18 years). It is a recommendation of this project that this is prioritised going forward.

Chapter Five: The secure estate

Introduction

Custody for young people (convicted under the age of 18) takes three forms: Secure Children's Homes (SCH) which are for more vulnerable girls and boys, and are managed by the Local Authority; Secure Training Centres (STC), which are for girls and all boys under 15 (although they can stay beyond that if they are vulnerable), and are privately run; Young Offender Institutions (YOI) which are for boys 15 years old and above, and generally run by the prison service, although Parc YOI in South Wales is privately run. The YJB is responsible for commissioning secure bed-spaces, and allocates placements centrally for the whole of England and Wales, with reference to recommendations from YOTs on what is felt to be most appropriate, as communicated through a Placement Information Form, sent for any child in court at risk of custody.

The young person's secure estate has undergone a lot of change over recent years, mainly due to the massive reductions in the use of custody for young people resulting in an over-purchase of bed-space which needed to be rationalised³¹. The YJB has reduced the number of establishments in which it buys secure bed-space, which has resulted in many children being sent to sites much further away from home than before. It now only purchases bed-space in nine SCHs (Hillside in Neath generally serving South Wales, and Barton Moss in Manchester generally serving North Wales), three STCs (Rainsbrook near Coventry serving North Wales, and no obvious provision for the South), and five YOIs (Parc in Bridgend serving South Wales, and Werrington in Stoke serving North Wales). However for a variety of reasons (for example, the need to separate co-defendants, or lack of available space), allocation to the nearest, or preferred, option is not guaranteed. Young people from the South West of England are also allocated to the only Welsh provision available (in fact, these young people may be closer to Welsh establishments than any English ones). These complications, plus the complete lack of custody provision within North Wales, cause significant challenges in servicing Welsh-specific cultural and language requirements.

It has already been mentioned that good resettlement practice starts when a young person first goes into custody (if not before), which necessitates good relationships between the secure estate and community YOTs (and other agencies which might want to visit to arrange provision in advance of release). Given the issues outlined above, the challenge of developing close working relationships between the secure estate and YOTs has never been tougher. The Brokers have been able to address this within their remit of developing resettlement practice, which has resulted in better understanding between agencies, points of contact being established for dealing with arising issues, and general improvements in working practices - all to the advantage of young people being placed in these establishments. The limiting factor is always that young people could, in fact, be placed anywhere in the country, but the work which has been achieved so far has at least improved the experience of young people being placed more locally.

³¹ Please see YJB/Ministry of Justice (2012) Developing the Secure Estate for Children and Young People in England and Wales. Available online at <http://yjbpublications.justice.gov.uk/Resources/Downloads/Developing%20the%20Secure%20Estate%20for%20Children%20and%20Young%20People%20-%20Plans%20until%202015.pdf> and more recent announcements <https://www.gov.uk/government/news/yjb-to-withdraw-from-hassockfield-stc-and-hindley-yoi>

Southern Wales

Custodial provision in Southern Wales is centred in Parc YOI and Hillside SCH. The Broker has been able to develop practice within both of these establishments, the journey of which is documented next.

At Parc YOI (which also has adult provision elsewhere on site), the Young Person's Unit has seen changes in personnel since the inception of the Broker Project. At the beginning of the project the Broker formed a relationship with the Young Person's Unit Service Manager and the manager responsible for resettlement and safeguarding. Both of these managers represented Parc at the Resettlement Consortium/Steering Group and the Operational Group (these groups were in place at the start of the project – see the first project report (footnote 6) for more details on this, and developments which have occurred since). The Parc manager for resettlement was particularly keen to establish the Broker in activities around resettlement. At that point the Broker worked with Parc, facilitating contacts with services in the community with the aim of establishing Service Level Agreements (SLA), raising the topic of Release on Temporary Licence (ROTL) and assisting with the compilation of information which fed into Parc's needs analyses on resettlement³².

In the community, the Broker initially gathered information which was written up into the project's mapping report (see footnote 4), so there were no Reintegration and Resettlement Partnerships (RRP) yet formed for Parc to attend. However, internally Parc held a Resettlement Meeting of which the Broker was a member. The Broker kept Parc updated on resettlement activities in the community and the work being undertaken to establish the RRP. Due to the loss of a key member of staff at Parc and subsequently limited resources, the Broker's contact with Parc diminished at that point. The internal resettlement meeting ceased and no one from the secure estate was available to attend the RRP in the community which had now started to emerge. In spite of these issues, the Broker continued to attempt to make contact, and was eventually successful in this by being tenacious. After a period of unrest, Parc now has in place a dedicated resettlement manager who has made herself available to the Broker. The Broker has introduced the manager to the community services represented in the RRP. There is now attendance by Parc representatives at all of the RRP in operation in the community, and a commitment from Parc to continue to attend and represent the young people in their care. A recent development is the re-introduction of the internal resettlement meeting at Parc. The Broker is additionally assisting the resettlement manager at Parc to address concerns regarding the young people who are released as homeless and placed in bed and breakfast accommodation by the local authority. Working groups of housing specialists arising from the RRP in the community (beginning with Blaenau Gwent & Caerphilly) are being convened to look at this specific issue.

With Hillside SCH, in the early stages of the project the Broker made several visits to speak with the manager, a member of the Resettlement Consortium/Steering Group and the Operational Group, as to the thoughts on the Broker role and how it could help the resettlement agenda at Hillside. A different regime at the SCH to that of a YOI made it more difficult to find something concrete that the Broker could provide for them; however a positive relationship was built, and services from the community were introduced. A change in personnel has made Hillside more open to the idea of

³² Parc YOI (2013) *Parc YOI Young Person's Unit Resettlement Needs Analysis Preventing Offending Behaviour Figures for January to October 24 2013*. Unpublished document.

working in the community and being more inclusive and transparent regarding the services they provide to young people in their care. A recent addition to staff of a dedicated resettlement officer has spring-boarded Hillside into the work in the community. The resettlement officer is in regular contact with the Broker and is present at all RRP where a relevant young person is being discussed. Hillside was subsequently suggested as a secure venue for an internet-based exam which was required by a young person in Parc YOI (but could not be facilitated there), which enabled him to leave custody with a qualification which would not otherwise have been possible (see Chapter Two, case study 7). This demonstrates how close the working relationships have become both between secure establishments, and between them and the community, through the work of the Broker and the facility of the RRP.

This closer working relationship has enabled both Parc and Hillside to contribute to the programme of the recent Southern Wales Resettlement Conference (March 2016). Parc staff delivered a workshop to enable the wide range of agencies in attendance to better understand the custodial environment there, and the Hillside Social Worker Resettlement Officer collaborated with the Broker and a community YOT to show how the RRP in that area is facilitating multi-agency working, both in and outside custody. A greater presence in the community for both secure establishments has therefore been developed through their work with the Broker.

North Wales

The situation for North Wales in terms of custodial provision is somewhat more complex, as has already been outlined above. Before the YJB streamlined their placement purchasing, the preferred YOI provision for North Wales was Hindley YOI, which delivered a 'Welsh specification' for all who wished to access it, which included a Welsh curriculum, a Welsh speaking teacher, and Wales-specific classroom resources (this has been explained more fully in the first project report, see footnote 6).

When the North Wales Broker began, the ensuing mapping report (see footnote 9) included developments for Hindley YOI, following a visit and discussions with a range of staff there. Work was done to improve communications with the North Wales YOTs, and various other developments including looking at the use of ROTL. The Broker also ran a focus group of young people currently in custody there to ascertain their opinions on their custodial and resettlement experience (which fed into the original project report, see footnote 6, and the article which was published in *Youth Justice*, see footnote 8). An event was organised in Flintshire in which staff from Hindley could meet YOT practitioners from across the North Wales region. This was well-received on both sides, and tentative plans were put in place for this to be a regular occurrence. However, it was shortly after this that the YJB revealed its plans to withdraw from Hindley (which would be re-rolled for adults only), and that the intention was to re-establish a new Welsh specification in Werrington YOI, as the next nearest site.

The Broker subsequently began work to establish links between the North Wales YOTs and Werrington YOI, which had not received many Welsh young people prior to this change. A meeting was arranged by the Broker in Werrington for a range of YOT staff and other interested parties (including some magistrates and Elected Members), in order to establish contacts for the future, and to enable both sides to question the other on relevant practice issues. It became evident during this day that Werrington staff had a poor understanding of the differences between English and Welsh

legislation/policy, and so plans were made to provide training (from the Welsh Government, YJB Cymru, and the Broker – who presented the work of the RRP), which the Broker took the lead in arranging. During this time, the Welsh Government and YJB Cymru were finalising the new Welsh specification, which took on board some of the feedback from the visit to Werrington, and questions arising from other communications.

The Broker has established a good working relationship with the casework hub manager, who acts as a conduit for enquiries regarding young people from Wales in Werrington. He has arranged for one keyworker to be responsible for all young people from Wales (wherever possible), which is something the Broker originally attempted to get Hindley YOI to establish, but without result. This manager has attended the Project Board meeting on several occasions (the governing body of the Resettlement Broker Project in North Wales), and has been facilitated by the Broker to visit every YOT across the region. He has given an undertaking to attend RRP wherever possible (although unfortunately, due to the current funding restrictions, allowance for travel outside the prison has been drastically cut, making this now a rare occurrence), and they have agreed that they will attend all 10 day release meetings in the community.

There have been issues and difficulties through this time with young people from Wales, about which the YOTs have had concerns. The Broker has attempted to facilitate better communication regarding concerns between the relevant YOTs and the YOI, sometimes also involving the YJB monitor (who is now in partial residence there, and who has also attended some of the Project Board meetings), but with mixed results. The hub manager, however, has expressed his support (in a written submission) of the Broker role, and the processes set up by the project:

The Resettlement Broker project ... has been extremely helpful to us in a number of [ways]... in terms of us increasing our understanding of the cultural barriers and differences that young people from Wales can face when residing here. Engagement has been useful in terms of us informing professionals of what the custodial journey means for young people. Attendance at RRP helps us to glean key risk information concerning young people that may be located at Werrington shortly and cascade key risk information to external professionals for young people who are to return to the community. Liaison with YOT teams from Wales has improved working relationships and resulted in us implementing better working practice and effective resettlement for young people. I have attended a number of RRP meetings. I believe that because they are chaired by [the Broker], this ensures that key decision making is independent, resulting in a positive 'buy in' from all attendees.

This good working relationship also resulted in the hub manager from Werrington presenting a workshop at the North Wales Resettlement Conference (December 2015) on the Werrington custodial environment, which was well received by delegates.

When the project started, the most likely SCH to be used in North Wales was Redbank in St Helen's. The Broker visited and had a productive interview with one of the managers, and looked forward to establishing a good working relationship. However, soon after this, Redbank was removed from the YJB bed procurement list, and so no longer received young people being given custody through the courts. Barton Moss became the next likely SCH, but efforts by the Broker to make contact with a view to establishing a working relationship have met with no response. This is also true of

Rainsbrook, who are the most likely STC to be used. Therefore, no further work has been progressed with these sites.

Summary and conclusion

It can be seen from the accounts given here of work done with the secure estate that much has been achieved through this project to improve relationships between custody and community agencies, despite the changing custodial picture. In Southern Wales, the introduction of resettlement-specific staff in both institutions, while not a result of this project, have enabled the Broker to make real progress in establishing these new posts into resettlement practice across the region. They have had one point of contact for all RRP business and all the YOTs, and have also been able to make use of the Broker's expertise on resettlement-related issues. In North Wales, the Broker enabled a smooth transition between preferred YOI provision, ensuring that although young people from this region comprise a small minority of Werrington's custody cohort, they have nevertheless established strong links with community YOTs, and brought into the RRP process unique to Wales.

This report now moves to look at the experiences of the Broker project by the YOT stakeholders involved. Chapter Six has been written by Dr Sue Thomas, from YJB Cymru, to ensure objectivity.

Chapter Six: Interviews with stakeholders

Sue Thomas (YJB Cymru)

Introduction

The initial evaluation of the Broker projects³³ included interviews with a range of stakeholders about the impact of the project. At this stage the project was becoming established and it was early days in terms of assessing its effectiveness. As a result it was decided to conduct further interviews towards the end of the funding period to establish the views of stakeholders who had been involved in the set-up and running of Reintegration and Resettlement Partnerships (RRP). Interviews were conducted with six individuals, three apiece from North and South Wales, who were either YOT managers, resettlement workers or others involved in the organisation of the RRP. It should be noted that this is a significantly smaller number than originally participated. The interviews were carried out by a young person on work experience with YJB Cymru. Each interview was recorded and anonymised transcripts were provided to the YJB for thematic analysis.

It should be noted that the role of the Broker varies from area to area, for example chairing RRP in some localities and attending as a panel member in others. Furthermore, each YOT and custodial establishment has different arrangements for dealing with resettlement; some YOTs had existing RRP and others dedicated resettlement workers, which would have influenced the scope of what the Broker could do and as a result, responses to the project.

Aspects of the Broker project that have worked well

Respondents were asked what aspects of the Broker project they felt had worked well. The independence of the Broker was cited as important, firstly in terms of bringing together organisations with which the youth justice sector would not normally have been involved (for example private sector agencies), and secondly for identifying agencies that could be part of the RRP, mainly because YOT workers were not always fully aware of potential members and because they lacked the time to devote to cultivating new relationships. The Broker also liaised with custodial establishments and involved staff from the secure estate in the arrangements. The Broker was valued as an independent chair (where they undertook this role), as there were no vested interests in any the agencies present. The Broker was seen to hold agencies across a range of sectors to account, would challenge decisions and take follow-up action when agreed activities had not been completed. Where arrangements worked well, the Broker was helpful in confirming that the youth offending team was doing the right thing, for the guidance offered and for the sharing of information about what worked well in other areas:

She is always available and has been very supportive to us – a trusted friend (P8)

She has been an ear to bend if I need to ask any questions and a person that is not connected to the YOTs (P6)

³³ Hazel, N. and Hampson, K. (2015) *Youth resettlement in North Wales, and the Resettlement Broker Project*. Llamau / Hazel, N., Hampson, K., and Kinsey T. (2015) *Youth resettlement in Southern Wales, and the Resettlement Broker Project*. Both available at <http://llamau.org.uk/resettlement/>

XX, our Broker, has been very professional, she has tried to find ways to help and support us (P5)

Other aspects of the project that were cited as positive were having a link to the YJB, the knowledge that the Broker had, and their ability to respond to queries and questions about resettlement-related issues. In one area it was the role they had played in inducting a new member of staff, notably in advising them of the existence of the RRP, inviting them to attend and explaining what was going on across the region.

Each YOT has different staffing and resource arrangements regarding resettlement and this sometimes influenced the response. For example, one respondent considered the impact of the Broker project was 'minimal'. This area had an established resettlement programme, although it was acknowledged that the Broker had been helpful in providing information about what other areas were doing. In another locality the project was regarded as helpful in 're-invigorating' partnership working and for another in 're-affirming' that the working arrangements were going in the right direction.

Increasing awareness of resettlement

In terms of increasing awareness of resettlement, for one YOT the Broker project had developed the understanding and awareness of it and broadened resettlement out beyond an historical understanding of housing and accommodation issues, to include education, training and employment, family relations, health and substance misuse (broadly mirroring the YJB's seven resettlement pathways). The project had also embedded the idea that reducing re-offending is 'everybody's business' and was not just the responsibility of the youth justice sector. For another, the importance of raising awareness with partner agencies was noted, particularly of 'young people and resettlement issues' and encouraging agencies to think about how they respond to this group of young people and why they should offer their services:

It has highlighted the need for the meeting and also the importance of strategic planning for this group of young people across all agencies (P7)

One worker saw the Broker as the driver for setting up a RRP in their locality, with the Broker and resettlement workers working closely together to contact statutory and third sector agencies to engage with the process:

We had our first panel yesterday, it's great that the brokerage came on board and explained how pivotal it is that the resettlement panel needs to be set up (P4)

For those with more established resettlement arrangements, the need for awareness-raising was not as acute, as it was felt the principles of resettlement were well understood or there were workers within the team undertaking the resettlement function, who considered it was their responsibility to raise awareness of young people's needs.

Developing practice and making a difference

Several respondents commented on changes that had occurred whilst the Broker project was in place, notably the continued fall in the custodial population and the appointment of resettlement

workers whose primary function was to develop practice in this area. This was considered to affect the scope or reach of the project. For one area the Broker project had helped to keep the YOT focused on resettlement, because it was recognised that with a diminished youth justice cohort that experience of resettlement was also reducing:

If you go a long period of time without having a custody case, the service can go off the boil a little bit, having an independent Broker kept us focused on it (P3)

It is difficult to identify concrete changes to practice, aside from the setting up of the RRP, which are in themselves a practice change (not always commented on as such by respondents). However, one issue that clearly emerged as a strength was the sharing of knowledge about what other areas were doing as the RRP emerged and developed. The Broker was seen as pivotal within this. For some, this was not just about sharing information at RRP, but having discussions with senior managers about the direction in which the YOT should go. One worker commented that the exchange of information had prevented them from feeling isolated, and another that it had helped to bring more consistency in terms of approach.

Whilst information sharing was regarded as strength, it was also evident that from a practice perspective there was importance in getting the balance of the RRP right in terms of the information exchanged and the expectations of the agencies which attended. For example, one of the challenges that one area had experienced with its RRP was that YOT practitioners could feel under scrutiny from panel members when it felt like the focus should be the other way around (an issue also discussed in the interim project report³⁴).

Because of the lack of understanding of what we do and how we do it, it feels like the YOT are under interrogation in the panel when we are really going there to look for extra from them (P7)

With regard to other practice developments, the concept of 'after justice' had been promoted by YJB Cymru and the project. This is an offer of voluntary support to be provided by the Youth Service, a third sector organisation or a public sector organisation for an extended period after a young person's criminal court order had come to an end. One YOT indicated they were making this offer available to young people who had been on high level and intense community orders, in order to try and ensure that any on-going needs were supported.

However, some localities were more sceptical about practice developments. One respondent said that the focus on resettlement had been useful but that it was difficult to identify practice change. Another felt there had been limited change because their resettlement practice was established and although the Broker had added some capacity in analysing data for the YOT, if they had received funds from the YJB they could have done this themselves. This YOT was extending the criteria of young people their RRP would discuss, but did not attribute this to the Broker project, although the change was highlighted during the project period.

³⁴ Available online at http://www.llamau.org.uk/creo_files/default/north_wales_resettlement_broker_project_-_interim_report2.pdf

Aspects of the Broker project viewed as less effective than anticipated

Respondents were asked to comment on what areas were not as effective as might have been anticipated and whether there is anything that could have been done differently. One YOT indicated that they had a good foundation from which to build their resettlement work and overall felt that the Broker has been 'very proactive', 'very helpful' and 'supportive'. Their only criticism was that they had hoped the Broker would have been able to obtain membership from Integrated Offender Management to the RRP. This had not occurred, but was not considered to be the fault of the Broker, as the necessary efforts had been made. In another area, the Broker had made suggestions about how the RRP membership could be extended, although the YOT did not expand in that way, as it 'wouldn't suit us' and 'we are very careful about who sits around the table'.

Another respondent commented that more could have been done to engage with the custodial estate, although was not specific in terms of what their expectations were.

Two respondents commented on the role and function of the Broker. Firstly, one would have liked to have seen a more strategic approach being taken. This was because the focus of activity was on responding to problems 'after the event', rather than working with agencies to ensure that barriers to effective resettlement were removed or potential problems anticipated prior to them occurring. This respondent felt that this would have been a more 'productive' way to move the resettlement agenda on and to change people's mind-sets about it. A similar point was made in another area, that the Broker could have had more influence on children's services and homelessness departments, although recognised this was not just a local issue but one that needed to be tackled more on a national basis.

There was also a comment on the chairing role and expectations of it. One respondent felt that the Broker should concentrate more on forward planning for resettlement when chairing the RRP, as the discussion could sometimes focus too much on case discussion. In another area it was questioned whether the chair had been strong enough. Further engagement with YOT staff at a team level was also regarded as important. It was suggested that the Broker could have been more visible and engaged with YOT staff more on resettlement issues and this had potentially been a missed opportunity. (However, in other areas the Broker was considered to have a noticeable presence and to be very accessible).

Two respondents questioned the effectiveness of the project, because there was a lack of evidence to prove that the Broker project had been effective, which was attributed to the low level of custody cases and therefore lack of evidence to measure it on:

We don't want more custody cases to prove that the Broker is worth the time, it's just unfortunate that we have probably not had the full evidence to say that it is effective in doing what it should be doing (P3)

For another, there was a small amount of added value but no overall benefit to the existing arrangements, although this was acknowledged to be because there were well-established arrangements. This respondent questioned why the project had been extended after the first year, as 'we have not seen an awful amount' and felt that some of the activities could have been undertaken by the YOT which would have benefited them more had they received the funding

directly. It was also suggested that 'it was never explained to us why the Broker project continued for another year when most of us felt it was inefficient' (this comment was made despite there being a North Wales project board and a Southern Wales resettlement consortium steering group at which these issues were discussed and YOT manager representatives were present). These responses may well have been influenced by the scope the Broker project had to develop RRP with the YOT and to undertake other resettlement work. By contrast another worker said that the project had been 'vital' to their role and questioned the need for it to come to an end.

Other useful activities

Respondents were asked what additional activities the Broker project had undertaken that might have been useful to them (in addition to anything previously commented on). The first theme that emerged was the support offered specifically in relation to the RRP, for example, in attending a review of an existing panel to determine how its method of operation could be improved and secondly in more general support, notably in inviting practitioners to attend a forthcoming resettlement conference.

The Broker had supported one of the areas to develop a protocol around looked after children that were placed in the authority (estimated to be 20/25% of the caseload at any one time) and concerns about their settlement once they returned to their home area. The Broker assisted the YOT to set up a system whereby the placement and the young person's journey through it could be monitored, culminating in a report being produced that would go with them when they left the area. The Broker was described as:

Been essential to that, it's another form of resettlement as it were because kids obviously in multiple transition periods, coming in, out moving on etc... a valuable development whilst the Broker has been in place (P3).

In another area the Broker had provided information around engaging with young people on their orders and what helps them to stop re-offending. This was regarded as very helpful, but it was also felt that more could have been done with it to transfer some of the theory into practice. The other activity positively commented upon was a Needs and Services matrix, which was a menu of different agencies that could support the YOT, which the Broker had put together.

Plans for the sustaining the RRP when the project ends

Respondents were asked what the plans were for sustaining the RRP in their area, when the project came to an end. The indications were that all were going to find ways of doing this. Where the Broker was acting as a chair the intention was to find an independent agency/individual in the longer term, although in the short term this was likely to be picked up by the YOT manager or an operational manager already involved with the RRP. In one instance the possibility of getting different agencies to take a share in chairing was also mooted.

One respondent raised the possibility that their RRP could take on a different form, for example being merged with another meeting/group, possibly as part of the Youth Engagement and Progression Framework arrangements. Another respondent suggested that they may review some of the processes in terms of how the RRP runs, mainly because staff did not see it as beneficial and this needed to be addressed. Another YOT had recently reviewed the terms of reference of its RRP and

was re-orientating their approach as a result; this locality carried out an annual self-evaluation of its arrangements and used this as the basis for making changes.

Conclusions

The feedback presented here is from a limited number of respondents with whom the Brokers would have engaged, but all have had direct experience of running and/or attending RRP. There were wide differences in the local arrangements from areas that had few custody cases and limited practice in relation to resettlement, to those with well-established arrangements and processes. This affected the extent to which the Broker project could make a difference and to what degree.

Feedback was also contingent on how well respondents had engaged with the project and their knowledge of its day-to-day activities. There was a wide spectrum of responses about the project that ranged from minimal impact and disappointing in terms of what had been achieved, to others who considered the project to have played a vital role in establishing RRP and in supporting YOTs with resettlement work. It is evident that the localities experienced the Broker project in different ways and some took more opportunity to use the service than others. The comments about the Broker role were largely positive, and it was recognised that the post-holders were committed to assisting YOTs to develop their partnership working, were knowledgeable about what they were doing (even if all of their suggestions/recommendations were not adopted) and willing to share their expertise.

Chapter Seven: Recommendations

Introduction

The Resettlement Broker Project has sought to develop youth justice resettlement in North and Southern Wales in order to embed what is known about good resettlement into practice. This has been done by the two Resettlement Brokers (Broker) in consultation with the Youth Offending Teams (YOTs), and incorporated a wider range of young people than those simply 'resettling' after a period in custody, acknowledging that many more young people have resettlement-related needs over different types of transitions. This has resulted in a raft of new Reintegration and Resettlement Partnerships (RRP) being established across these two regions. The success of these RRP is such that the model has moved from simply being a projected strategy action to likely inclusion in the Regulations (Part 9) of the Social Services and Wellbeing (Wales) Act, 2014.

This report has systematically examined all aspects of the Resettlement Broker Project, identifying success stories, but also discussing where there have been challenges. The learning from this process has suggested where practice might develop in the future, both within and around the youth justice system, which have been captured through the recommendations presented next in this final chapter.

Recommendations

The recommendations from this report will now be presented, beginning with practice issues which could be addressed by YOTs, the secure estate, other partners – many of these may also find the RRP useful for their resolution. It will then move on to RRP-specific recommendations, to ensure that their effectiveness will continue to develop.

YOT- centric recommendations:

The Broker has enabled a focus to be made on resettlement as a wider issue needing specialised input not only from the YOTs, but also from all potential providers of services. It would be easy for this emphasis to be lost without the Broker, and for the focus of resettlement to narrow down to custody only in the future.

YOTs should identify a 'Resettlement Champion' in each team, who will maintain awareness of resettlement-related issues

The Resettlement Champion should keep up-to date with resettlement literature and proactively distribute items for information to their team and the RRP

The Resettlement Champion should maintain the needs and services matrix (where available – where not available, they should consider constructing one based on the North Wales model)

Other useful developments of the project might be lost with no Broker, so the YOTs should consider embedding some of them into practice before the end of the project.

YOTs should consider adopting the Resettlement Checklist for use with custody cases

YOTs should consider conducting regular case 'deep dives' as part of general resettlement evaluation

YOTs should identify whether there is a need for training in desistance approaches, preferably before the introduction of AssetPlus (or investigate if there is a need for refresher training), and look for ways to address this

The new analysis of the North Wales custody cohort indicated certain areas where practice could be further developed to improve outcomes for young people (which also may be applicable to other areas). The following recommendations come out of that analysis.

External agencies should be routinely invited to DTO meetings (and their attendance facilitated both by the YOTs in terms of practical support and the secure estate)

YOTs should proactively and routinely apply for ROTL (soon to be Temporary Release) for all custodial orders

There should be more emphasis on ensuring that (continuous) ETE is arranged and in place PRIOR to release (utilising prison visits/ROTL for interviews with agencies offering service)

YOTs should offer voluntary support during order (preferably with external non-criminal agencies), with a view to this continuing as exit strategy

YOTs should only apply ISS as a licence condition where the young person is very likely to reoffend in a way which would cause serious harm to others

Exit plans involving non-criminal agencies should be routinely arranged for when young people's statutory contact ends, to address remaining unmet needs (especially when high end-Asset scores are expected)

YOTs should to be more prepared to look externally to address needs that they have identified but as a service may not, for whatever reason, be able to meet

Secure estate-centric recommendations:

It is vital for good resettlement that the secure estate takes responsibility for beginning this process, which requires internal practices to be resettlement-focused, and relationships with the community YOTs to be effective.

Regular meetings between the secure estate and YOTs (and attendance at RRP's where possible/relevant) should be maintained

All secure estate sites should offer mandatory pre-release courses at least on an individual basis covering emotional aspects of custody and release

ROTL (Temporary Release) should be viewed as a resettlement tool, rather than a reward for good behaviour. Applications should be started at the first DTO meeting, and viewed favourably as a means for ensuring good resettlement. Applications for such purposes as interviews and visits to potential accommodations should only be refused in exceptional circumstances.

RRP recommendations:

Many of the above recommendations would be assisted by intervention from the area RRP. In order to ensure that RRP's are working at maximal efficacy, the following recommendations have been made out of evaluations of current working practice.

Alternative ways should be explored to facilitate secure estate involvement in RRP's if they are not able to be present, for example, using Skype or telephone conferencing to ensure they can contribute.

Referrals to RRP's should be diverse (not just for custody cases)

The YOT case manager should provide a thorough analysis of needs for all referred cases

There should be more emphasis on 'after justice' needs in assessments, and all referred cases should have consideration of exit strategies, where relevant

An analysis of effectiveness/working practices should be undertaken at least annually (with a review of the Terms of Reference)

The chair/convenor of the RRP's is a vital role, which has the potential to vastly increase their effectiveness. The following recommendations have come out of observations on having the Broker as an independent chair, and ways in which the role has developed.

Where at all possible, the RRP chair should be independent of attending agencies, and of sufficient seniority to challenge partners

The chair should ensure that all areas of assessed need are addressed with discussion (and actions, where appropriate)

The chair should robustly follow up previous agreed actions, which could take the form of emailing out a table of actions a week in advance of each meeting, requesting feedback from those unable to attend to be given to chair in advance, who would then feed back to the meeting

*At each meeting, the chair should go through all actions from the previous meeting **not** up for discussion on the current agenda, to identify and record outcomes*

The chair should follow up actions with outcomes still missing after the meeting, so they can be recorded, or repeated if not actioned

The chair should monitor the attendance of agencies and challenge if sporadic or inconsistent in terms of personnel

The chair should monitor input from other agencies and remind partners (if need be) of their undertaking to offer service (be prepared to challenge agencies not offering anything)

In order to assist the chair/convenor, a regional meeting could be arranged periodically to discuss and share good practice, barriers and gaps to RRP's operating effectively

Appendices

Appendix 1: The Southern Wales RRP and their individual differences

Area and name of RRP	Frequency	Referral criteria	No. RRP occurred	Attending agencies	Other differences
Blaenau Gwent & Caerphilly Resettlement & Reintegration Partnership (RRP) [Broker acted as chair for the first 12 months]	Every six weeks (first RRP 9/5/14)	<ul style="list-style-type: none"> • leaving custody • High risk of custody • High risk of reoffending • Transition to Probation 	<p>Number of RRP held – 16</p> <p>Number of referrals discussed – 46</p> <p>Number of closed cases - 30</p> <p>Number of live cases – 16</p>	<p>YOS:</p> <ul style="list-style-type: none"> • Clinical Nurse specialist • Substance Misuse specialist • Probation Officer • Senior Practitioners • Admin /business support <p>Other:</p> <ul style="list-style-type: none"> • Senior EWO [BG] • Gwent Police • Community Safety[C] • Children's services [C] • Symud Ymlaen / Moving Forward • Housing [C] • Llamau Young People's Services [C] • NYAS • Community Safety[BG] • Housing [BG] • Children's Services [BG] • Probation • IOM • Careers Wales • Broker 	<p>Chaired by: Blaenau Gwent Community Safety Representative [Broker stood down after 12 months in the role]</p> <p>The Broker now has the additional remit of reporting to the panel on how the YOS is taking forward recommendations from the HMIP Resettlement Thematic Action Plan. In addition, the Broker is preparing and presenting a Deep Dive report at each Panel meeting on one of the cases that has previously been discussed. The Broker has also been asked to review a cross section of cases taken to the RRP and to report on their suitability.</p>

Area and name of RRP	Frequency	Referral criteria	No. RRP's occurred	Attending agencies	Other differences
Bridgend Resettlement & Reintegration Partnership (RRP) [attends as Broker]	Every four weeks (first RRP 22/9/14)	<ul style="list-style-type: none"> • high risk of harm, offending and re-offending, or vulnerability • Unmet need • Leaving custody • High risk of custody 	<p>Number of RRP's held – 16</p> <p>Number of referrals discussed- 31</p> <p>Number of closed cases- 17</p> <p>Number of live cases- 14</p>	<p>YOS:</p> <ul style="list-style-type: none"> • Case managers • Support staff <p>Other:</p> <ul style="list-style-type: none"> • Llamau Young People's Services • Broker • Educational Psychologist & Inclusion Service • Housing • South Wales Police • Children's Services • Community Safety Partnership • Yellow Wales • Education Welfare Service • Careers Wales • CAMHS • EWO • YBC School • Social worker Parc YOI • Engagement and Progression Co-ordinator • Behaviour Support/ Vulnerable groups • Just Ask + • Duke of Edinburgh 	<p>Chaired by: The YOS</p> <p>Due to low numbers of young people that receive custody or intensive supervision and support in this area, the young people that are identified for referral to the panel are those who are at high risk or have an unmet need and can be younger than those discussed at other RRP's (young people as young as 11 years have been discussed). Because of this representative from Education and Children's Services are an essential part of the meeting. To ensure education attendance the meeting is now held on site at a Bridgend high school. Unfortunately, Children's Services are not currently present. This is being addressed by the Western Bay YOS Manager.</p>

Area and name of RRP	Frequency	Referral criteria	No. RRP's occurred	Attending agencies	Other differences
Monmouth-shire & Torfaen Resettlement & Partnership (RRP) [Broker acted as chair for the first 12 months]	Every four weeks (first RRP 24/6/15)	<ul style="list-style-type: none"> Leaving custody Custody High risk of custody High risk of reoffending Transition to probation 	<p>Number of RRP's held – 5</p> <p>Number of referrals discussed – 10</p> <p>Number of closed cases - 3</p> <p>Number of live cases –7</p>	<p>YOS:</p> <ul style="list-style-type: none"> Social Worker Clinical Nurse Specialist Operational Managers Support worker ETE specialist Prevention Coordinator <p>Other:</p> <ul style="list-style-type: none"> Broker ASB reduction coordinator [T] ASB + CCTV Coordinator [M] CADRO – Gwent Police Children's Services [T] Principal Officer Inclusion [M] Housing Solutions Development Officer [M & T] JAFF coordinator [M] Hillside SCH Youth Support Worker [T] Probation CSP[T] FST [M] Youth and Community Manager [M] 	<p>Chaired by: The Broker</p> <p>This RRP which is attached to an existing (prevention) meeting, thus ensuring most of the partners were already engaged. Some additional senior partners were required and attended the first meeting. They have subsequently delegated attendance to members of their team.</p> <p>The challenge for the dual authority RRP's is to ensure there is a balance of cases for the RRP to discuss that come from both local authority areas, to prevent attrition in terms of attendance and membership.</p>

Area and name of RRP	Frequency	Referral criteria	No. RRP's occurred	Attending agencies	Other differences
Newport Resettlement & Reintegration Partnership (RRP) [Broker acts as chair]	Every four weeks (first RRP 11.9.14)	<ul style="list-style-type: none"> • Leaving custody • Custody • High risk of custody • High risk of reoffending • Transition to probation 	<p>Number of RRP's held – 16</p> <p>Number of referrals discussed – 27</p> <p>Number of closed cases - 18</p> <p>Number of live cases –9</p>	<p>YOS:</p> <ul style="list-style-type: none"> • Clinical Nurse specialist • Substance Misuse specialist • ETE Specialist • Case managers <p>Other:</p> <ul style="list-style-type: none"> • Broker • Llamau young people's services • Symud Ymlaen • Housing • Children' Services • Careers wales • Community Safety • Probation 	<p>Chaired by: The Broker</p> <p>This RRP has expanded its criteria to include those at risk of custody as a strategy to keep young people out of custody.</p>

Area and name of RRP	Frequency	Referral criteria	No. RRP's occurred	Attending agencies	Other differences
Neath & Port Talbot Resettlement & Reintegration Partnership (RRP) chaired by the Broker	Every four weeks (first RRP 29/2/16)	<ul style="list-style-type: none"> Leaving custody High risk of custody High risk of reoffending Unmet need Transition to probation High risk of harm or re-offending 	<p>Number of RRP's held – 1</p> <p>Number of referrals discussed – 3</p> <p>Number of closed cases - 0</p> <p>Number of live cases – 3</p>	<ul style="list-style-type: none"> Prevention Social Worker, NPT YJ&EI Service Children Complaints Officer, NPTCBC Careers Adviser, Careers Wales CBSA Project Co-ordinator, Symud Ymlaen Moving Forward Senior Co-ordinator, Team Around the Family South Wales Police, Offender Management CAMHS, WB YJEIS NPT CVS Family Mediation Worker, Llamau NPTC Group of Colleges Education Worker, NPT YJ&EI Team Manager, Route 16 Children & YP Services Re-settlement Officer / Social Worker, Hillside NPT Youth Service Substance Misuse Worker, WB YJEIS Safeguarding PO NPT Participation & Engagement Officer 	The first RRP was chaired by the Broker who has offered to continue with this role until other- wise required. It is expected that this are will fall into sync with Bridgend and Swansea as all three form Western Bay Youth Justice & Early Intervention Service. This will provide the area with a consistent approach.

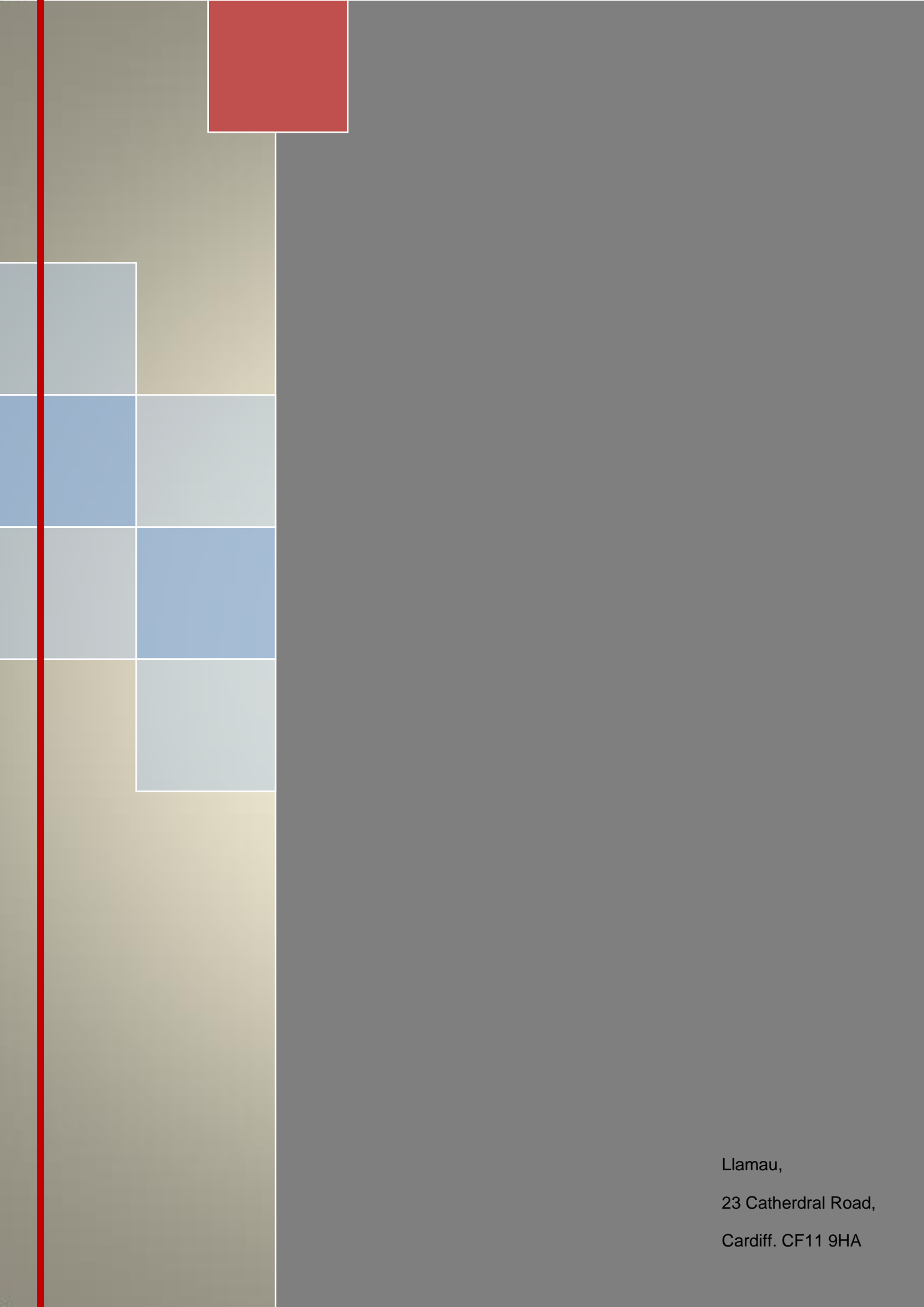
Area and name of RRP	Frequency	Referral criteria	No. RRP's occurred	Attending agencies	Other differences
Swansea Resettlement & Reintegration Partnership (RRP) [Attendance as Broker]	Every four weeks (first RRP 6/7/15)	<ul style="list-style-type: none"> • Leaving custody • High risk of custody • High risk of reoffending • Unmet need • Transition to probation • High risk of harm or re-offending 	<p>Number of RRP's held – 8</p> <p>Number of referrals discussed – 18</p> <p>Number of closed cases - 1</p> <p>Number of live cases – 17</p>	<ul style="list-style-type: none"> • YOS • Broker • Sands Cymru • PPO Unit, SW Police • Social Worker, BAYS • Gwalia • NEET Manager • SENCO • CAMHS. • SYSHP • SSD Child & Family • Youth Service 	<p>Chaired by: YOS</p> <p>Swansea RRP has been attached to an existing meeting at which the partners were mostly present. This was a group that discussed 'Deter Young Offenders' (DYO). The thinking is that the RRP may achieve more by the way of concrete actions than the DYO meeting, which may now be disbanded. A decision to do this has not yet been made.</p>

Appendix 2: The North Wales RRP's and their individual differences

Area and name of RRP	Frequency	Referral criteria	No. RRP's occurred (and no. agencies, excluding Llamau and YJS)	No. young people referred	Attending agencies (no. meetings attended; NB: some other agencies have been invited but not attended meetings)	Other differences
Conwy Denbighshire Reintegration Partnership (RP) [Broker acts as chair]	Every six weeks (first RP 2/10/14)	<ul style="list-style-type: none"> leaving custody on intensive orders at or near completion out of county transfers (in and out) transition to probation presenting a high risk of harm, re-offending, or vulnerability 	11 1 st – 16 2 nd – 11 3 rd – 13 4 th – 6 5 th – 14 6 th – 8 7 th – 8 8 th – 8 9 th – 8 10 th – 5 11 th – 10 Average (mean) – 10	9	IOM (5) Police (3) TAF (C)(3) TAF (D)(4) Y Bont (4) Barnardo's (6) Youth Service (C)(9) Youth Service (D)(4) Supporting People (C)(3) Supporting People (D)(8) Housing (D)(3) Housing (C)(2) Education (D)(3) CRC/Probation (4) CAIS (9) Nacro (3) Relate (1) Vulnerable Adults (C)(9) Careers Wales (6) Community Safety (1) CAMHS (4) Children's Services (C)(5) Children's Services (D) (1) Family Intervention Team (C)(1) National Probation Service (1)	Specific links with the youth service have been forged to provide an 'after justice' offer, for which the RP has been used as a referral route. Negotiations with housing officials in one council is securing a protocol to establish good practice in housing young people from custody.

Area and name of RRP	Frequency	Referral criteria	No. RRP's occurred (and no. agencies, excluding Llamau and YJS)	No. young people referred	Attending agencies (no. meetings attended; NB: some other agencies have been invited but not attended meetings)	Other differences
Gwynedd Môn Resettlement Advisory Group (RAG) [Broker acts as chair]	Every two months (first RAG 16/9/14)	<ul style="list-style-type: none"> In custody, remanded to youth detention accommodation In custody having received a custodial sentence Secure Accommodation Orders Intensive community orders at or near completion Out of county transfers (in and out) Transition to probation High risk of harm or re-offending 	9 1 st – 15 2 nd – 8 3 rd – 6 4 th – 8 5 th – 7 6 th – 5 7 th – 6 8 th – 7 9 th – 6 Average (mean) - 8	5	N Wales Housing Association (7) Supporting People (G) (1) Supporting People (YM) (1) Housing (G) (2) Housing (YM) (4) Nacro (1) Education (YM) (3) CAMHS (2) Gisda (4) Children's Services (G) (6) Children's Services (YM)(1) Coleg Menai (5) Y Bont (5) Youth Engagement & Progression (4) Careers Wales (4) Police (4) Digartref (7) IOM (1) Youth Service (G)(2) Youth Service (YM)(3)	The RAG has decided to further investigate issues created by having high numbers of young people transferring into the area from out of county, particularly when there has been a dearth of information, therefore a task and finish group has been set up, largely from within the RAG membership, which answers to the RAG. It is hoped that this will establish better working practices for these young people for better transitions.

Area and name of RRP	Frequency	Referral criteria	No. RRP occurred (and no. agencies, excluding Llamau and YJS)	No. young people referred	Attending agencies (no. meetings attended; NB: some other agencies have been invited but not attended meetings)	Other differences
Flintshire Reintegration and Resettlement Partnership (RRP) [Broker acts as chair]	Every two months (first RRP 9/3/15)	<ul style="list-style-type: none"> on remand leaving custody on intensive orders at or near completion out of county transfers (in and out) transition to probation high risk of harm, offending and re-offending, or vulnerability 	6 1 st – 8 2 nd – 6 3 rd – 5 4 th – 7 5 th – 6 6 th – 7 Average (mean) – 6.5	9	CAMHS (5) Education (2) Police (6) Careers Wales (5) Coleg Cambria (5) Flintshire Voluntary Council (1) Children's Services (3) CRC/probation/IOM (3) Housing (5) Housing (1) Youth Service (2) Werrington YOI (1)	The RRP has decided to have two levels – Operational (meeting bi-monthly; case discussions), and Strategic (meeting 6-monthly; tackling issues arising from the operational RRP). There are different invite lists for these two levels.
Wrexham Resettlement Support Panel (RSP) [different model – Broker attends as an observing member; NB: attendees taken from RSPs since 2013, but some missing data]	Every two months	<ul style="list-style-type: none"> Resettlement practice and decision making around custodial vs Referral Orders Identified through reoffending toolkit as cause for concern Identified via preventative referrals as cause for concern Reduce/avert remand/custody/YJS contact Address potential delays to release from custody Resettlement following custody 	14 since Feb 2013 (up to March 16; 2 missing). Agency attendance – 6, 5, 6, 8, 6, 4, 4, 2, 5, 3, 5, 3, 4, 6 Average (mean) – 5	37 (inc some already referred prior to Feb 13)	Children's Services (5) Children's Services (Prevention) (2) Children's Services (Corporate Parenting) (7) Housing (9) CAMHS (9) Community Safety (9) Police (12) Barnardo's Leaving Care (9) Werrington YOI (1) Pupil Referral Unit (3) Careers Wales (1) Youth Service (1)	The RSPs only really included statutory agencies, so there is a limited range of agencies included (statutory). Terms of Reference have recently been reviewed and membership actively expanded, following Broker report on processes to date.



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